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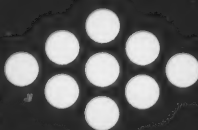
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ABSTRACT

The purpose of the conference reported in this document was to provide for the interchange of ideas with a view to the development of effective cooperation and collaboration among interest groups in the field of inservice teacher education. The proceedings are organized into nine sections: (1) Introduction; (2) Conference Opening; (3) Keynote Address 1, presented by Professor Richard Smith who spoke on "Post-Initial Teacher Education: Issues and Directions"; (4) Keynote Address 2, delivered by Trish Hodgson and titled "Industrial Award Restructuring and Its Implications for Inservice Education"; (5) a Panel Presentation, "Critical Overview of Policies and Practices in Inservice Teacher Education in Queensland and the Implications of Award Restructuring," offered from the perspectives of the unions, the employing authorities, and higher education institutions; (6) Summary of Group Discussion Sessions; (7) Overview of Day's Proceedings; and (8) Epilogue. Five appendices include: an excerpt from "Project 21: Teachers for the Twenty-First Century," a document provided as background reading for participants, which contains recommendations for professional development of teachers; a list of conference participants; membership of conference planning committee; members of inservice working party and reference group; and a bibliography. (LL)

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ACTION FOR THE 1990s

INSERVICE COOPERATION IN QUEENSLAND CONFERENCE PROCEEDINGS

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**ACTION FOR THE 1990s: INSERVICE COOPERATION
IN QUEENSLAND**

CONFERENCE PROCEEDINGS

**Board of Teacher Registration
Toowong, 1990**

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P.O. Box 389,
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PREFACE

The Board of Teacher Registration, in view of its interest in the continuing professional development of teachers, decided to host a one-day working conference on inservice teacher education. Titled *Action for the 1990s: Inservice Cooperation in Queensland*, the conference was held on 4 April 1990. This report presents an account of the proceedings of the conference.

The contribution of the following to the conference is gratefully acknowledged:

- . The Minister for Education, the Honourable Paul Braddy, M.L.A., for opening the conference;
- . the keynote speakers, Professor Richard Smith and Ms Trish Hodgson;
- . members of the panel, Ms Lesley McFarlane, Dr Ken Robertson, Mr Ian McGaw, Mr Garry Everett, Professor Phil Meade;
- . chairpersons and coordinators of group sessions: Miss Merline Muldoon, Dr Terry Garvey, Mr Lloyd Logan, Professor Paige Porter, Mr George Berkeley, Dr David Price;
- . members of the planning committee;
- . conference participants;
- . the Department of Education for assistance with venue and catering.

This report was edited by Jill Manitzky and Debra Cunningham and typed by Jackie Sorensen.

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INTRODUCTION

The Board of Teacher Registration's conference on inservice teacher education titled *Action for the 1990s: Inservice Cooperation in Queensland* was held on 4 April 1990 at Education House, Brisbane.

The conference represented a continuation of the long-standing interest of the Board of Teacher Registration and its predecessor, the Board of Teacher Education, in the ongoing professional development of teachers. In its major review of teacher education and teacher registration, *Project 21: Teachers for the Twenty-First Century* (1987), the Board of Teacher Education made several recommendations about provision for teachers' professional development. An extract from this document was provided as background reading material for conference participants, and is included as Appendix I of this report.

The aim of the conference was to provide a forum for the interchange of ideas with a view to the development of effective cooperation and collaboration among the various stakeholders in the field of inservice teacher education in Queensland. The conference was attended by approximately one hundred representatives from Queensland higher education institutions, teacher employing authorities, teacher unions, subject associations, principals associations, parent associations, teachers and other interested groups.

Background reading material of topical interest and an overview of speakers' presentations were supplied to participants prior to the conference.

Conference participants were welcomed by the Chairman of the Board of Teacher Registration, Miss Merline Muldoon, and the conference was opened by the State Minister for Education, Mr Paul Braddy. Two keynote addresses were included. The first was presented by Professor Richard Smith of James Cook University, who spoke on *Post-Initial Teacher Education: Issues and Directions*. Ms Trish Hodgson of the Queensland Association of Teachers in Independent Schools addressed the topic *Industrial Award Restructuring and its Implications for Inservice Teacher Education*.

These addresses were followed by presentations from a panel comprising representatives of the teacher unions, the major employing authorities and the higher education institutions. This session was chaired by Mr Lloyd Logan. Each panel speaker presented a perspective on policies and practices in inservice teacher education in Queensland and the implications of industrial award restructuring.

Conference participants were divided into small discussion groups for a working lunch session. The membership of each group was homogeneous in terms of major interest groups (teachers, employing authorities and higher education institutions). Each discussion group was asked to identify implications of key inservice issues facing their particular interest group. A brief written report was collected from each discussion group at the end of the session. The group sessions were coordinated by Dr Terry Garvey.

After the lunch session, participants re-formed into groups comprising a combination of members of the different interest groups. Each group was provided with copies of the reports from the first group session. These new discussion groups were each invited to identify a small number of appropriate issues representative of the various stakeholder interests which should be considered with regard to inservice education.

In the following plenary session, chaired by Professor Paige Porter, a spokesperson from each of the second round of discussion groups presented a report, with the key points on overhead transparencies. Mr George Berkeley presented a synthesis of the day's proceedings. The conference concluded with closing remarks by Dr David Price.

This report includes the Minister's opening speech, keynote addresses and presentations of panel members. A summary of reports from the group discussions and an overview of the day's proceedings is provided. A statement of the position to date is included as an epilogue.

**OPENING ADDRESS
BY THE QUEENSLAND MINISTER FOR EDUCATION,
MR PAUL BRADDY, MLA**

INSERVICE TEACHER EDUCATION

Thank you for the invitation to open *Action for the 1990s: Inservice Cooperation in Queensland* conference and I am delighted that the Education Department is able to assist the Board of Teacher Registration by providing these facilities.

It is great that you have all been able to assemble in Brisbane to participate in today's conference. The variety of separate groups involved in, and affected by, inservice training underscores the need for today's conference and the cooperation which will hopefully emerge from different addresses.

Conferences are important mediums for the exchange of ideas, the resolution of problems, and the development of new approaches, but more importantly I hope today's conference will generate cooperation.

Inservice teacher education in the past has been ad hoc with too few coordinated strategies to lower the institutional and motivational barriers individual teachers face when trying to further develop their professional knowledge.

The Education Department over the next three years aims to develop an all-embracing program of professional development and support for teachers. A State-wide consultative review of inservice education is presently being conducted and should be completed by July of this year.

Questionnaires have been distributed to classroom teachers, to identify their professional development and support needs. However, an all-embracing program can only be achieved through cooperation with the other agencies associated with inservice education.

Recent literature in this area highlights the numerous advantages gained from teachers participating in continuing education courses. Twentieth century society is continually advancing, and the teachers must correspondingly change the content of their lessons and the methods of teaching this new information.

The present trend towards devolution of decision-making in education places greater responsibility on teachers to be up-to-date with policies and teaching methods. Inservice education can fulfil these roles.

Education is a powerful means of addressing inequalities in Australian society. Teachers however must first make themselves aware of the complexity of each problem and the different methods for addressing them. For example, there is a need for inservice education to keep teachers up-to-date with new policy on Aboriginal education and gender equality, thus decreasing confusion and ensuring the effective implementation of complex policies.

It is important that teachers are not left to meet this challenge alone, but are continually supported through inservice education.

This professional development has the ability to raise teaching standards, and benefits the individual teacher by increasing morale and raising the community's perception of the teaching profession. This is crucial, considering reports that the teaching profession is not attracting quality school leavers.

Award restructuring will partially address this problem and help to reinstate teaching to its proper professional standing. Inservice education's role in this process will be addressed here today and I look forward to hearing the outcomes of the different views.

The reforming potential of inservice teacher education can only be appreciated if the numerous problems which presently confront it are overcome.

The recent literature suggests that teachers are positive towards inservice education schemes, but that access to these courses is often a problem, for both geographical and timing reasons. The geographical problems may be overcome through open learning programs, while the courses must be offered at times which are the most rational for practising teachers.

Coupled with these questions is the issue of who should pay the cost of inservice education, the individual or the employer? This issue raises many interesting questions regarding teachers' perceptions of their own profession as well as those relating to the responsibilities of employers.

The benefits of inservice teacher education flow across many areas of education. But before these benefits can be fully appreciated the numerous barriers confronting teachers must be overcome and the much-needed cooperation between the different agencies established.

Today's conference illustrates that the different groups involved in inservice education recognise the crucial need for partnership in this area. I am optimistic today's conference will be a successful medium for developing cooperation which will enable coordinated action in the future.

KEYNOTE ADDRESS 1

POST-INITIAL TEACHER EDUCATION: ISSUES AND DIRECTIONS

**Professor Richard Smith,
Head, Department of Social and Cultural Studies in Education,
James Cook University of North Queensland**

In this paper, I want to canvass some concerns about the imminent expansion of inservice teacher education. The expansion will occur and the higher education institutions (HEIs) will take part because of the ways in which resource allocation is done. However, I believe that all stakeholders in the exercise, especially the HEIs, need to work through some quite complex issues and implications. I intend to speak globally rather than to the fine-print of my ideas with the intention of setting some principles that might serve as a context for later discussion.

I begin with a simple proposition. Teacher education has always been concerned with both its connections with other education sectors and with the dispositions required for doing teaching (see Bernstein, 1988: 4). This proposition serves as a reminder on two counts. First, that the latest prescriptions for inservice teacher education in documents such as *Teachers Learning* and the Australian Education Council's *Teacher Education in Australia* have a familiar history. And second, that there is movement in the field of teacher education from traditional models to something else. Teacher educators have much at stake in this movement. The logic of the movement rather than its minutiae must be grasped so that decisions made about future directions are taken with eyes open.

The field of teacher education I am referring to contains many and different players. They specialise in setting up ways of relating, and thinking about the social relations of teacher education and the predispositions people need if they are to teach. They include what Bernstein (1988) calls regulators, who monitor and limit persons and activities; repairers, who diagnose, prevent and fix breakdowns in people, their ideas and social relationships; reproducers, who transmit 'the cultural heritage'; diffusers, who disseminate the new knowledge and dispositions; shapers, who create what counts as developments in the new field and executors who administer the new developments.

These agents and agencies are hardly an homogeneous group. Their common interests and values are less important than their presence in the field of teacher education and their relative positions. These agents and agencies have different degrees of autonomy from and dependency on the State. Their common task though is one of achieving control over the specialised discourses of communication in an emergent field of teacher education. They are all concerned with the function of **normalisation**, and we neglect that at our own risk.

I now want to illustrate briefly the emergence of a new teacher education field as a basis for my remarks.

New field of teacher education

Auchmuty (1980) defined teacher education as a continuous process of preservice and regular inservice. 'Teacher education must be an integrated process in which theory is oriented to and, in turn, modified by practice, but based on an adequate general educational background' (p. 9). Continuous teacher development for Auchmuty is a sequence of preservice, induction and inservice activity.

Continuous practice in the classroom helps to develop wider competence, said Auchmuty, but practice should be supplemented with further periodic study of children and their characteristics and discipline knowledge. Indeed, Auchmuty placed special emphasis on teacher preparation in institutions where scholarship and scientific inquiry are held in high regard and where the pursuit of knowledge is strongly supported. Teacher entrants themselves should have '... demonstrated a level of intelligence and mastery of knowledge sufficient to identify them in the top quartile of the total age group ...' (p. 54).

The Auchmuty Committee saw inservice as the most effective way of equipping the majority of the teaching force with necessary knowledge and skills in an age (the 1980s) of rapid social change. Thus inservice priorities should account for existing and emerging needs and trends. While Auchmuty put the final responsibility for inservice on the teacher and the employer, tertiary institutions should establish cross-crediting/cumulative credit 'towards an appropriate academic qualification' (p. 84).

By 1984, the Commonwealth Tertiary Education Commission was discussing flexible inservice and post-experience programs. The proposal was that award courses should be as short as one year and Commonwealth funding should be flexible enough to allow for the development of shorter award courses. The Commission was concerned about coordination between employing bodies and

higher education institutions in relation to the preparation and professional development of teachers, and also among those who provide inservice training.

'...[If] an impact is to be made on the character and attitudes of the teaching workforce in the near future, the emphasis must be on inservice and post-experience programs' (p. 9). Changes in preservice education programs were seen as equally important. But because of the time-lag between the introduction of changes and their implementation in the classroom, it is imperative that emphasis be given to training teachers already in the classrooms said the Commission.

By 1986, the *Improving Teacher Education* document had identified school-based programs as the most potent site for the efficient use of resources. *Teachers Learning* (1988) echoed the themes of closer collaboration between the schools sector and higher education and re-opened the issue of a 'national' focus in teacher education. Significantly, it reinforced economic concerns by suggesting a redistribution of resources in the ratio of 60:40 from higher education institutions to school-focused training and development respectively.

The trend towards relocating the major focus of teacher education from the higher education institutions to schools was given impetus by the influential OECD document *Activity in Teacher Education*. The document identifies teacher education providers as particularly affected by this tendency and I return to this later.

By 1989, the concept of a continuum of preservice, induction and inservice as the ideal professional development path for teachers was fully institutionalised in *Teacher Quality* (1989). *Teacher Education in Australia* (1990), in agreement with the Schools Council, legitimates the trend from the late 1970s to locate the responsibility for inservice beyond the HEIs: '... employing authorities should play the major role in developing their workforces' (p. 57). While HEIs are to maintain their provision of award courses and the schools their non-award activity, Recommendation 13 seeks to combine these two areas by weakening the boundary between them in favour of the school sector.

This discussion can be summarised under three propositions, namely:

1. Teacher education is a continuous career development process which contains sequential stages of preservice preparation, induction and inservice. Inservice may be vocationally oriented in a circumscribed or more global sense. That is, the current discussion is concerned with both formal award and informal programs. The discussion includes vocational-

ly oriented training in functional ways or broader more 'liberal' preparation of teachers.

2. Inservice teacher education should be focused on schools and classrooms in the sense that it should add value to a teacher's or an administrator's repertoire.
3. School system inservice and higher education institution postgraduate activities should be more congruent for both efficiency and teacher award-restructuring purposes.

I now want to discuss several points which relate to inservice teacher education in the context of these propositions.

Fundamental social, cultural and economic changes in education

The major justification for the shapers who wish to restructure teacher education at all levels is 'change' and its effects on social, cultural and economic life. There is now a familiar list of determinants which make changes to teacher education necessary. They include: the restructuring of the international economy indexed by the so-called 'fiscal crisis' of the Western economies; the shifts in economic power away from the Atlantic region to Asia; the funding 'cuts' that have occurred in areas such as Education and Welfare; corporate amalgamations and busts following the economic crash of 1986; the internationalisation of capital so that multinationals operate independently of nation states and the restructuring of the labour market so that some categories of jobs have disappeared while others have emerged; and the need to gear Education to national priorities.

The reformulation of educational goals for national ends is not new in the history of education but it is a crucial element in contemporary educational debate. There are many precedents for such a policy so its emergence in Australia is hardly new. But the direction seems 'new' to many teacher educators and teachers whose biographies parallel a period of liberal reformism and expansion in education. Culturally, their formative years coincide with the sixties 'Cultural Revolution', the Viet Nam era and the Whitlam years of democratic reform. Changed economic circumstances and the shifts in cultural and social life together with theoretical developments in social and political theory and practice have to some extent overtaken cherished social values and beliefs. The shift of emphasis from the view that education is a liberationary process to the view that education ought to have social as well as personal goals is sometimes depicted as an either/or situation. The period from the early seventies to the present has seen a quickening of the social emphasis and for many educators, the degree of disillusionment.

At the school system level, **retention rates** have increased dramatically so that there is the prospect of nearly 100 per cent of the cohort remaining to Year 12. Primary schools have taken on additional school subjects in response to perceived social conditions while secondary schools have **proliferated subjects** to accommodate the new categories of mainly working class kids who traditionally have not proceeded beyond Year 10. Given the crucial role of credentials in this new social and economic order, assessment at Year 12 takes on a special and controversial significance.

In addition, in response to the loss of legitimization by education in the era of youth unemployment and social movement (e.g. CARE/STOP; New Right) offensives in national and local media centred on 'standards' and public education, public education has been **decentralised**. Decentralisation has created a host of new demands on policy making and professional management responsibilities. Of particular concern here is the shift from centralised syllabus writing to the production of abstract curriculum policy which requires local interpretation.

Further, as a consequence of the **loss of legitimization** by education, teaching as a profession has lost status and declined in terms of salary relativity. Otto Mihaly (1986: 21, emphasis in original) writes, 'Budget cut-down can only be **legitimised** by ideologies devaluating the significance of education - in this or other way -, playing down its momentum, casting doubts about its possible efficiency'. To some extent, teachers have also become relatively de-qualified thus adding to the loss of professional prestige. They have also become, relative to their pre-1970s position, relatively de-skilled by the new demands placed on them, the pace of change and the lack of readily available, supported and systematic inservice training.

Moreover, the **computer-based technologies revolution** since the late 1970s and its ramifications has created an occupational and power economy in which the production, distribution and consumption of information is at the centre of contemporary life. It is sometimes only vaguely perceived that 'computers' is a generic term for the implication of communications technology in patterns of unemployment as well as productivity and in the emergence of new forms of socialising practices and social relations.

Educational reform, as Herb Gintis once remarked, does not occur in a vacuum. School sector and higher education systems today are influenced directly and indirectly by the students who are the products of the new age; by teachers who both live their lives in the new conditions and have to cope with its effects at work; by interest groups and by government policies that affect resourcing and

educational goals. Education systems at all levels are feeling both internal stresses and external demands of unprecedented proportions.

Teacher education has always been used as an instrument for social and educational reform (Lundgren, 1988: 45). With an ageing teacher force, inservice teacher education is a rather sharper instrument for reform in the 1990s than preservice. It is not surprising that under these conditions teacher education itself has been relatively passive and powerless to resist pressures for change originating elsewhere. It is quite crucial then that teacher educators have a perspective on the general directions that the regulators and executors advocate and that decisions about what is to be done are made on the basis of an analysis of **contemporary conditions rather than the traditions of the field.**

I now want to pursue the issue of context and direction a little more by drawing attention to the directions in institutional restructuring of teacher education. It is very easy to conjure up feelings of pessimism by discussing the kinds of concerns that follow. The generation of pessimism is hardly my intent of course. What I want to emphasise is that the present circumstances of education at all levels are part of an historical re-working of educational structures and practices. My point is that the general tendencies must be apprehended if educators are to play a part in shaping the course of events.

Partnerships between HEIs and the school sector as metaphor

A key concept in the recent reports on teacher education at the post-initial preparation level is some kind of 'partnership' between employers and the HEIs (see, for example, Speedy, 1989). The ostensible rationale is to have post-initial teacher education mesh with the internal economies of education systems and for the HEIs to better satisfy the 'needs' of schools and teachers. Post-initial teacher education would in this sense have a more direct link with the world of teachers'/principals' work. That is, to be more tightly geared to what happens in the workplace.

Notice that the partnership concept **means** a change in the practices of HEIs, underscored by the concomitant suggestions that HEIs might need to give up some undergraduate work in order to take part in post-initial teacher education. In the AEC document (e.g. section 3.2.5) there is also more than a hint that as teacher educators are amalgamated into the university sector, they might also give less emphasis to research or knowledge production to concentrate on knowledge transmission. This is another way of saying that the functions of teacher educators in HEIs and their connections to the teacher workforce will change if the proposal is adopted by governments. The career paths and aspirations of education

academics are in question and I venture, so is the international status of Australian scholarly work in education.

There are then considerable resource transfer, industrial and scholarly implications embedded in this seemingly innocent proposal. It should be read in the context of a statement made by the Chairman of NBEET at the recent *Taking Charge of Change* Conference in Toowoomba that '... the resources we [HEIs] have are the resources we have ...'.

It can be concluded that the partnership notion is a kind of metaphor about teachers' work which on inspection does not provide a convincing justification for the implied change of practice on the part of the HEIs. Rather, the representation of 'partnership' in the current literature is **not an educational theory** serving the needs of the schools. Instead, it is a broader ideology of production which regulates teacher education discourse by narrowing its scope and restructures the practices of teacher education.

This trend to restructure teacher education institutionally has been inherent in the scenario I sketched earlier since the 1970s. It parallels developments elsewhere within Australian society and there are exemplars of how the scenario gets played out in places like England.

Shifts in the concept of what should be taught

As well as the concern with changing the relationships between teacher education and the school sector, the teacher education reports dwell on the key role of the school and teacher work. Both *Teachers Learning* and *Schools and Quality* (1989) advocate the importance of local support, local goals and commitment for inservice programs. *Teacher Quality* (1989: 43, emphasis added) states 'the focus of INSET ought to be on school-level activities'.

The intent is unequivocal: inservice programs are to upgrade teacher qualifications and to have a value-added affect on schools, teacher and administrator performance. Presumably, student outcomes are also important and teachers, quite rightly from their perspective, are concerned about them. However, it is important to see that students feature less in the official policy documents now than in the 1970s. School and system level concerns such as managerial efficiency and resource allocation, and performance by teachers and administrators are the key issues now.

There are several points I want to make about the school/teacher focus. The first is that the upgrading of teacher qualifications by means of cross-crediting and HEI awards is **an essential political strategy** if the status of the profession is to be regained. It is unfortunately the case that the weight of educational research in the last decade or so has been myopically concerned with the detail of learning and teaching. The macro-political issues of the teaching profession *qua* profession in comparison with other professions have been relatively neglected with some notable exceptions like the work of Connell and Harris. The HEIs have a special responsibility to pursue this Realpolitik direction in a creative rather than a tradition-bound bureaucratic way.

The second point is that schools in recent times have not been castigated for what they have not done. Their critics have focused instead on schools doing what they have always done when the world has moved on. I am not denigrating either the commitment or expertise of teachers or denying their successes. My point is that the logic of schools - organisational patterns; work practices; recruitment, training and career progress; resourcing assumptions; guiding philosophies, etc. - was established in a past age in different social, economic and cultural circumstances. In a period of resource contraction and expanding demands that fit uneasily with what went before, few of us are certain about future directions.

What is clear however is that the demands of the 1990s require new visions, different practices, new knowledge and different kinds of inservice provisions. But the expansion of inservice possibilities by cross-credits, new awards and a partnership between employers, unions and HEIs will not in themselves solve any problems unless there is clarity about **what is to be done**. Traditional responses to the new demands I outlined earlier will not work. In gatherings like this, attention should then be drawn to what might happen in future inservice provisions.

This is of course the tricky bit and I may as well be fully hanged as dangle partly strangled. I suggest that when a school's focus for inservice is contemplated, we should not lose sight of the notion that 'education' is an exploration in theoretical activity. Even if it is 'practical', it ought to be practical about learning to describe, interpret and abstract on the basis of coherent, if provisional, frameworks.

My experience with teachers in their mid-careers is that they come to postgraduate study with perspectives honed by the workplace. They have extensive knowledge about the day-to-day life of schools and how to teach subjects and cohorts of students. Nevertheless, all too frequently they come to courses with **singular** views about teaching and learning; with misconceptions about their disciplines and

areas of expertise and often with naive and fallacious opinions about society, culture and education¹. They often espouse watered-down versions of Progressivism and a kind of shonky behaviourism that provides precious little for coming to terms with contemporary children and youth, curriculum, pedagogy or any other educational issues. They try to operate in a myth of eclecticism, exemplified by the point-form essay, where logical contradictions and incommensurate assumptions are somehow collapsed into the 'practical' answer. They are like Plato's people at the bottom of the cave who see only shadows.

I hasten to add that teachers are not to blame and I am not doing yet another editorial-like thrashing of teachers. What I am describing, albeit starkly, simply reflects the rush of everyday life in schools and the myriad of pressures under which teachers labour. To some extent teachers also reflect the kind of band-aid, ungrounded practicality that passes as inservice in the restricted time-frames which such programs seem to have.

Whatever might be said about the origins of teachers' perspectives, and my vignette is certain to be contested, my contention is that the continuation and reinforcement of the existing state of system inservice is not an **educational option** for an expanded inservice provision aimed at teacher requalification and school renewal. Neither is the expansion of inservice provision that avoids the kinds of symptoms that I have listed.

What I mean is this. Inservice programs that are appropriate for the new demands on schools and the profession must assist teachers to build their own versions of teaching and learning so that they can be strong about purveying them. The teacher of the nineties of course must know her subjects and be able to teach a variety of students. But he must also be able to analyse social and cultural trends, to work with community resource people, to establish criteria for deciding what to do with different social groups (e.g. Aboriginal and Islander students in urban schools; girls in math and science, etc.). The teacher and school administrator of the 1990s, it seems, will be proactive in a social sense that far outstrips what has been necessary in the recent past. Consequently, I think that teacher educators and school administrators have a choice.

All of us can continue with our failure to provide teachers with the means to capture powerful theory or we can empower teachers and reprofessionalise the teacher workforce for national as well as local ends. My view is that all of the parties to inservice teacher education must take on the theoretical challenge or face the probability that no amount of inservice will make a jot of difference. Reforms in education tend to have this outcome, no matter which level is addressed (see Sykes, 1990: 151-176, who details what might be called institutional resistance to

'reform'). If Sykes is substantially correct in his assessment of reform efforts (his book is controversial to say the least), inservice proposals for the future are prime cases for yet another 'education' fiasco.

The third point then is that the temptation to restrict discussion of inservice provisions that have an apparent immediate practical application must be resisted. Planning must out-distance the many examples of programs that purport to 'help' teachers and administrators 'cope' with this social problem or that learning difficulty. These programs often treat school personnel as deficit systems, as failing to do something, instead of assisting them to reconstruct their circumstances differently. Invariably, such programs attempt to fix what seem to be real problems and issues. They are rarely concerned about the reasons for the 'problem' in the first place and consequently their nature is that of tinkering and their purveyors are repairers rather than shapers².

In particular there is a need to question the now orthodox view that places the responsibility for institutional changes in education on the internal mechanisms of the individual. 'Take responsibility for your own decisions; and 'You can make it if you really try' or the vacuous smiling face on the 'Be happy' button are the catch-cries of a manipulative yet impotent pop-psychology that is common in industrial life.

This 'individual rights' consciousness (Lerner, 1987), now so persuasive in education assumes that the individual exists outside the complex of social life, families and communities. Teachers subjected to this kind of thinking in teacher education come to believe that the individual can actually live his/her working or private life in any way he/she pleases. We have only ourselves to blame for being 'burned out' at work or for having difficulties in the classroom or personal life. Given that the gender balance in the teacher workforce favours women, and given that women often maintain a full domestic as well as professional life, these attitudes and dispositions can be quite destructive.

The belief that pedagogical and curriculum understandings can be founded on knowledge of the individual, Lundgren (1987: 52) maintains, has 'blocked the training of teachers in school development, curriculum development, knowledge about social and cultural conditions in society and basic moral issues'. Yet, given the conditions of change I outlined earlier and the new demands on schools and the profession, these are the new areas of knowledge and application required in the new structure of inservice work.

My final point here is that in the official teacher education documents there is a gradual but discernible shift to the position Lundgren criticises. The appearance

of the shift coincides with the decline of philosophical, social and cultural studies in teacher education during the mid-1970s as psychology and curriculum studies emerged. The shift also coincided with moves by the State to reassert control over education generally.

The 'world of work' and a rampant manipulative kind of psychology now provide the source of knowledge and practice in teacher education rather than other available educational models or even teachers' tacit knowledge (see Bernstein (1988) and Smith & Zantiotis (1988a, 1988b) for a fuller explanation of this). Documents such as *Teacher Quality* and the AEC proposals are, I suggest, but a late stage in a one-way movement in which the very concept of knowledge itself loses its identity and the critical, scholarly university culture is diluted as it is absorbed by the world of work. In this approach, to reiterate, teachers do not need to know anything about the frameworks in which their work and training is embedded. As long as they are cost effective and can perform according to a narrow range of criteria, the teachers of the era of the 'new credentialism' (Moore, 1987) may well be deskilled by the very programs that purport to upgrade them. Unless teacher educators can intervene in what is decided about the future of inservice teacher education, it can be confidently anticipated that a further erosion of the teacher education/university position in the 1990s will occur. We can expect more incorporating provisions like the registration of tertiary staff to become widespread. We can predict the disappearance of the social/cultural/historical/philosophical 'framework'-type subjects and their replacement by psychologistic skills courses based in schools and managed by employers. What seem like compelling necessities now in the current rash of teacher education documents are easily misrecognised for what they are: modes for normalising education workers, including the teachers of workers.

In summary, the transformation of teacher education suggested in recent reports has the potential to radically alter the relationships between knowledge and work in schools and between Education and 'work'. In the former case the distinctions are strengthened and in the latter case they are weakened. Together these tendencies act to restructure the higher education sector in particular as the OECD report quite accurately pre-figured. The possibility arises that the politically correct strategy of tying credentials to the occupational system and careers will increase the instrumentalism of education in general, unless teacher educators and HEIs do something about it. The HEIs should carefully consider the options if they are not to sell off their fixed capital to pay the rent (see Wexler, 1987).

Organising Teacher Inservice State-wide

A new vision of teacher education can only really be 'new' if it transcends the major weaknesses in the present system of teacher education and if it is mindful of what is at stake. I have tried to map what is at stake. At the same time, because it is a period of fluidity and ambiguity, teacher educators have a unique opportunity to redefine professional and public perceptions of education and to put forward a vision of teaching that will carry to the next century. What 'Education' becomes will be dramatically influenced by the political climate supportive of innovation and social change that teacher education has a major role in constructing.

There are four principles that might be considered. Nationally, about 6-7 per cent of teachers are enrolled in postgraduate education of any kind. I presume that the Queensland figures reflect the national tendency. There is then a new demand on teacher education to raise the level of qualifications in the workforce as part of award restructuring and consequently, to produce different outputs from the same resources. Here it is important to distinguish efficiency measures and productivity initiatives. In addition, teachers and educational administrators are more likely to 'collaborate' and form 'partnerships' with teacher education institutions if their needs can be fulfilled directly (Marginson, 1990). Educational needs of administrators and teachers across educational levels are however notoriously diverse.

The first principle of a State-wide inservice teacher education program then is to meet emergent needs in a situation where objectives are negotiated.

In practice this means in my view that employers, HEIs (including TAFE) and unions should plan cooperatively at a local level to establish priorities and regional plans for inservice programs. In the decentralised environment of Queensland schools especially, the critical balance is in the leadership and pedagogical competence of the team which operates a school sensitive and responsive to local concerns with a global (or at least a State) perspective. This is the space to manoeuvre in an astute INSET program.

Regional inservice plans will, by definition, contain some elements that are shared with other regions (e.g. State-wide programs like FLIP); some elements that are **Region specific** (e.g. Aboriginal and Islander Community education); and some elements that are what I call **school specific**. The major new emphasis in such planning for the HEIs is the issue of cross-crediting of inservice work towards awards at graduate, postgraduate diploma and postgraduate levels. This in my view ought to be liberal-minded rather than tight-fisted.

A related area for HEIs is to establish mechanisms for the preparation and delivery of State-wide programs. This means cooperation rather than competition if resources are not to be wasted. It also means a re-think on the part of the Commonwealth on the roles of regional HEIs and Distance Education Centres. The latter cannot fulfil the range of INSET activities required at regional level, although they may assist in the delivery of State-wide programs.

The second principle of a State-wide inservice teacher education program is the establishment of a coherent structure of credential awards that are rationally related.

In practice this means making use of all local resources, including TAFE, where applicable and removing obstacles for award credits across the spectrum of work, training and education. Table 1 contains a model developed in the Remote Area Teacher Education Program (RATEP) in North Queensland (Board of Advanced Education, 1989). It establishes a coherent progression from one year awards through to Ph.D. With effective cross-credit arrangements, such a structure could be flexible enough to encourage short-cycle courses at all points in the sequence. Notice also that the credit arrangements might work backwards as well (e.g. successful completion of two years of a Diploma of Teaching might well be awarded an Associate Diploma).

The third principle of a State-wide inservice teacher education program is that HEIs (including TAFE) should maintain their responsibility for judging what counts as credit towards awards.

Students who seek credit towards an award from any HEI are assessed by Deans and Faculty committees under present circumstances. Deans communicate both formally and informally. This system should continue. The uniformity of cross-credit arrangements and institutional accountability therefore lies in the award structures. Awards themselves may well be determined on the basis of national criteria (see Higher Education Council, 1989). Teacher award restructuring and the development of national accreditation guidelines might well open up the links between teacher education and approved teacher qualifications; an area upon which the light of innovation does not shine strongly in Lundgren's (1987: 51) view. While I believe that such developments would be in the interests of the profession, I do not see that they would affect my suggested principle.

The fourth principle of a State-wide inservice teacher education program is to decide the prior issue of what is to be done.

Lundgren (1987: 6-7) believes that the knowledge needed to transform schools and teaching is insufficiently developed to proceed without a concurrent research and development program. If Lundgren is correct, then what is taken for granted about the content and purposes of inservice teacher education is suspect and future directions are dependent on an analysis of social trends and negotiated local and State concerns.

The proposition is that, with the new demands on teachers and teaching and on schools, there is a set of 'new' knowledge that is prior to 'how to do it' skills (see Endnote 2). To operate effectively in the schools of the 1990s teachers ought to:

- . understand and be able to work with the developing patterns of educational provision and the relationships between the different segments of the education sector;
- . understand and be proactive about the role and purposes of education locally and more widely;
- . understand and take part in the 'community' and its educational potential;
- . understand and be able to make informed decisions about the nature of educational knowledge, and knowledge selection for school-based curricula. This implies more exploration of a knowledge and discourse-theoretical based curriculum studies and perhaps elements of the philosophy of science, especially representation and reality; and disciplinary top-ups;
- . understand and develop strategies for working with a pluralist yet unequal school population. The multicultural society understood generally, seems relatively untouched in teacher education in my view;
- . understand the mechanisms of the culture of advertising (TV, etc.) and the culture of the school and be able to mediate them. This implies some systematic factual and theoretical work that puts to rest some of the hoary chestnuts about the 'influence' of TV (etc.) on school performance, and the development of teaching and policy strategies;
- . understand and be proficient with information technology as a **pedagogical tool** for creating teacher-devised multi-media presentations that are interactive. This ability might allow teachers to gain control over curriculum knowledge in contrast to being textbook dependent.

The fifth principle of a State-wide inservice teacher education program is to develop courses and delivery mechanisms that are appropriate for adult learners in terms of format, flexibility, duration and assessment.

The need is to make it possible for adults to study at their own pace, in circumstances of their own choosing. Models need to be developed that contain mixes of on-campus, in-school and distance modes. The use of information technology-based interactive courseware development and delivery techniques offers possibilities that are readily available. The existence of Keylink communications in schools, the QDEC and Queensland Open Learning Network Project communication networks suggest that these possibilities are waiting to be used for inservice teacher education. The problem is the relative lack of expertise in the HEI and schools sector. 'Computers in Education' is a different and distant emphasis to what is involved and such staff require retraining. It raises the need for teacher education institutions to recruit persons with expertise in communication techniques from the advertising and related industries, and to convince people training in communications to enter teaching.

Let me reiterate that the current inservice discussions and the ways in which they are resolved are watershed concerns for both school systems and teacher education. They are themselves the outcomes of social change and new administrative arrangements in the regions. They form the context for the future judgments that will be made about our vision and professional know-how. Somebody once said that teacher education wasn't meant to be easy³. It is particularly difficult right now with Commonwealth resource restrictions, the lack of certainty about goals and the emergence of hithertofore invisible players in the game. I wish you every success in your discussions.

Endnotes

1. I am indebted to Patrick Brady for drawing my attention to this complex of work and training dispositions. Notice that they also apply to HEI staff and structures. The need to update, to be knowledgeable about the theory in specialised fields, etc. is supposed to be where the expertise of university-based teacher educators lies. The amalgamation of the former CAE sector into the universities will create some mismatches here, especially in deeply-held beliefs about the role of theory. What it is silly to maintain is that the HEI sector has 'nothing' to offer because its staff have not taught in primary or secondary classrooms for some time. Politicians might just pick that up, as they have in England, and use it to demolish teacher education. The prestige of the profession would then suffer. This position also makes a claim about the effects of 'education' generally which is as valid in the situation of those who

make the allegations against the HEIs as it is anywhere else. It is silly too if it is believed that HEI staff should contribute only at the level of recipe knowledge learned by experience. This is very important but it is not all that might be said about schools, classrooms, students, families, learning, teaching, curriculum, assessment, and so on. If it were, there would be few problems left to solve. In fact, few educational issues are either initiated or brought to resolution by educators. Why this is so probably needs a theory ...

2. This is a thorny issue. For instance, who decides that a school problem is 'real'? Teachers and principals certainly have a stake in things that seem to require attention. What I want to draw attention to is this. Observation and experience can indicate things that are going on like children having reading difficulties or being disruptive. Observations and experience cannot however provide the reasons for these conditions, except in their own terms. For instance, experience might show that a particular group of children fails to read in an expected way. It may be observed that they all come from a certain kind of social group, and consequently, inservice is designed to get at the reading problem and this group of kids. In this example, the fundamental assumptions are left unchallenged. That is, there is a need for another, uninvolved, perspective to act as a yardstick. Theoretical perspectives can be like that: and so can members of the HEIs.
3. I have not raised in this paper the conditions that apply in the HEIs and what they mean for an increased inservice effort. Quite literally, the HEI teacher education effort is staggering under the pressure of inadequate resources for preservice teacher education. The size of the overall cake for HEIs from the Commonwealth is perhaps too small. Whatever the reason, the HEI teacher education departments operate on a cost per student basis that is less than the local State high school. Staff are overworked in terms of student contact hours and research is suffering as people are exhausted and committed to the maintenance of teaching programs. The AEC report writer should at least be pleased with the latter! Education is seen as a less worthy sector than let us say Engineering or Tourism*, even when Education attracts a major proportion of an HEI's enrolment in many cases. DEET is particularly unsympathetic to these circumstances, blaming them on Education staff. DEET acts as if resource decisions are made by participatory democratic procedures. These conditions provide support for the argument I have made above concerning the directions of Education. They also make it exceedingly difficult for HEIs to contribute in the ways I have described as principles.

- That is, senior academics and university Councils and Senates are no less susceptible to the ideological strictures of the New Right than anyone else when it comes to education.

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Table 1: Flow chart of the multiple entry/exit nature of the Remote Area Teacher Education Program for Aboriginal and Torres Strait Islanders (RATEP-ATSI)

ENTRY CATEGORY	Teacher Aides Community Members	Community Teachers A	Teachers with Dip. of Teach.		
YEAR	1	2	3	4	5
QUALIFICATION BEING STUDIED FOR	Certificate of Community Teaching	Associate Diploma of Community Teaching	2nd Year of Diploma of Teaching (Associate Diploma = 1 year of Diploma of Teaching)	Diploma of Teaching (Final Year)	B.Ed. (Final Year on the basis of prior Diploma of Teaching)
AWARDING BODY	Cairns College of TAFE	Cairns College of TAFE	JCUNQ	JCUNQ	JCUNQ
DESTINATION OF GRADUATES	<pre> graph TD Y1[Year 1] --> CTB[Community Teacher B] Y1 --> CTA[Community Teacher A] Y2[Year 2] --> CAD[Continue with Associate Diploma] Y2 --> Y3[Continue with Diploma of Teaching] Y3 --> Y4[Continue with Diploma of Teaching] Y4 --> FQT1[Fully Qualified Teacher] Y4 --> FQT2[Fully Qualified Teacher] Y5[Year 5] --> BE[Continue with B.Ed.] Y5 --> FQT3[Fully Qualified Teacher] </pre>				

KEYNOTE ADDRESS 2

INDUSTRIAL AWARD RESTRUCTURING AND ITS IMPLICATIONS FOR INSERVICE TEACHER EDUCATION

**Ms Trish Hodgson,
Acting General Secretary,
Queensland Association of Teachers in Independent Schools**

Introduction

Award restructuring has been the primary focus of activity for teacher unions since the Federal wage decision was handed down in August 1988.

It is not just another way to get a wage increase. Award restructuring is a process not an end in itself. It has evolved as a response to the economic difficulties that Australia is experiencing. It is potentially a radical challenge for the Education industry.

Firstly I will provide some background to the economic and industrial circumstances that have necessitated award restructuring, then I will consider the impact of award restructuring on the education industry.

We believe that inservice education has a critical role to play in the success of award restructuring in the education industry. Essentially, we see this role as twofold.

In the first instance, if award restructuring delivers new structures and processes for managing education and teacher's work, there will be a substantial need for inservice education, to ensure that these changes are properly understood. Secondly, there will need to be more coherent provision of appropriate teacher skill development which will be necessitated by the enhanced career paths that award restructuring should make available to teachers.

Industrial Relations

Industrial relations in Australia over the past 80 years or so have been characterised by polarised views - an adversarial approach with the employers on one

side and the unions on the other end of the continuum. There was a tendency to expect the system to solve problems thrown up by this adversarial approach.

In the early 1980s because of the significant decline in Australia's terms of trade and thus the balance of payments, our industries were reviewed by the Australian Manufacturing Council, a tripartite organisation.

Their findings shocked many Australians. They found a manufacturing industry that was outdated, poorly resourced through years of inadequate capital expenditure and hampered by antiquated and restricted work practices.

Laurie Carmichael, Assistant Secretary of the ACTU, has illustrated the nature of Australia's economic predicament by referring to the Pacific Rim Strategy.

Put simply it is this.

International capital could maximise its returns by a global strategy in which Japan provided the capital investment, Asia the cheap labour and Australia the raw resources. Under this regime Australia's role as one giant quarry consigned us to an industrial profile of low value-added primary industries (mining, agriculture).

The economy was thus dependent on the export of price-unstable products. High value-added industries, requiring high degrees of technical management and Australian work skills were down-valued and allowed to be dismantled. For example, the electronics industry in which Australia had achieved world class standards, declined rapidly.

With the collapse of export commodity prices, the inevitable results followed. The challenge was, and still is, to reconstruct or create new industrial capacity, based on high skill input. The equivalent of 25 years' development needs to be pressed into about 10 years of effort.

To create new industrial capacity that is high value-added, high quality, high skills involves challenging many aspects of Australian industrial life. Central to these is a hierarchical, Taylorist approach to management of industry.

The Taylorist theory of scientific management dominates the traditional approach to industrial production. It is based on 250 years of the division of labour; the assembly-line typified the approach. Work tasks were broken down to their simplest constituent elements and hierarchical structure united the single task activities of barely skilled workers.

Discipline was authoritarian, the intellectual and skill demands on workers and managers all the way up the line were minimal. There was a reliance on a few experts. Skills were minimised and stratified to a high degree to reduce the power and wage rates of labour.

In successful international economies on the other hand, a premium is now being placed on knowledge and skills which are broad and flexible in nature, involving high level cooperative skills. Not only is this very different to Taylorism, it is a far cry from the narrowly-conceived vocational skills which have often featured in economic discussions of education and the labour market.

With economic imperatives paramount in mind, the Hawke government convened the first Economic Summit in 1983. All the major players were invited. It would be true to say that employers/management were ill-prepared for this initiative.

The unions on the other hand responded quickly. A task force was despatched to study union, government, employer industrial practices in Europe. The end result of this study tour was the report, *Australia Reconstructed*.

It proposed ways in which Australian industry could be more efficient, effective, productive and competitive.

The first Accord evolved out of the summit. It was a bargain between the unions and government whereby wages and conditions were processed on a national centralised basis. In 1987, there was a further change to the industrial system. The old wage fixation system went out the door and we had productivity bargaining introduced for the first time.

Under the Second Tier Wages System, workers received \$10 from the first tier and 4 per cent in the Second Tier subject to Restructuring and Efficiency Principles which required productivity offsets.

This was a dramatically different approach. Unions and employers had to sit down, review their industry and come up with trade-offs to the value of 4 per cent. It made sense for factory workers, but was not a simple task for service industries like teaching.

Award Restructuring

In August 1988, the Australian Industrial Relations Commission handed down the most recent National Wage Decision which envisaged award restructuring to improve efficiency and productivity.

The decision states:

'Attention must now be directed towards the more fundamental, institutionalised elements that operate to reduce the potential for increased productivity and efficiency.'

and

'to sustain real improvement in productivity and efficiency, we must take steps to ensure that work classifications and functions and the basic work patterns and arrangements in an industry meet the competitive requirements of that industry.'

That decision proposed the structural efficiency principle as the central element in a new system of wage fixation. The object was to give incentive and scope to the parties to examine and modernise their awards so as to better meet the competitive requirements of industry.

Skilled workers were promised \$15 or 3 per cent, whichever was the higher, in two instalments. It was not a matter of trading off conditions but of restructuring the entire industry in such a way so that both workers and management had to be more efficient and therefore more productive.

Further, award restructuring set out to encourage and create opportunities for workers to increase their skills and to develop career paths which would act as an incentive for further skills thus producing more skills for the industry and better remuneration and recognition for the worker.

This was a radically different approach to industrial relations. For the first time a whole industry was opened up to review. Topics that had been sacrosanct and taboo were able to be put on the agenda. The emphasis shifted to negotiation away from arbitration.

Schools in Crisis?

What does this restructuring mean for the education industry? Firstly the why and how.

We have all heard the forecasts.

By the year 1995, Australia's schools may well be in crisis, but not for the reasons usually advanced by those who support a functionalist or instrumentalist view of

education. Rather, the crisis may well be that teachers with the skills necessary to adequately staff schools and to deliver the education required by the Australian community into the 21st century will not be available.

Education pundits declare the crisis is imminent. It is not a crisis of numbers but of morale and economic necessity. Australian society has for too long undervalued the skilled teacher. It has for too long shafted the responsibility for social ills home to schools. It has for too long failed to adequately remunerate teachers and neglected the importance of the educative process to the economic vitality of society; it has for too long mismanaged its educational resources and it may well now pay the prices which we cannot afford. It may now find its schooling system deserted by educators who can no longer afford to supplement the maintenance of an education system that is grossly under-resourced.

In the last 10 years, governments of all persuasions have poured hundreds of millions of dollars into Australian schools. However, spending on education continued to decline as a proportion of GDP. During the same periods of time Commonwealth and State spending on teacher development has continued to decline.

As the link between education and the economy is emphasised and as greater demands are made on the education system in terms of developing a highly competitive and multi-skilled workforce, government policy has directed ever declining resources towards the maintenance and development of educators capable of delivering the flexible and highly skilled workers needed to facilitate the economic restructuring underway.

The result is declining teacher morale, decreased incentive to undertake ongoing professional development and an increasing tendency by teachers to look elsewhere for a viable career path.

In the past, much has been made of working conditions enjoyed by teachers. This argument today remains little more than a joke. The value of teachers' holidays has been eroded by advances made by the workforce at large. Flexitime arrangements and the introduction of the nine-day fortnight have meant that teachers' real holiday entitlement is no longer substantially superior to that enjoyed by the wider community.

All that is compounded by the ever-increasing demands on teachers to attend planning meetings, parent nights, school camps, sport weekends and working bees. This, of course, does not even address the issues of increased workload consequent upon school-based curricula and assessment, school evaluation, the requirements to

take extras, to supervise the playground, to undertake bus duty and maintain order in more difficult circumstances.

Schools are not easy places in which to work. It is not easy to meaningfully interact with large numbers of pupils in a high-powered activity like the educative process and do it well. It is not easy to ensure that your teaching does not degenerate into a functional process. It is not easy to continue to be imaginative and creative whilst encouraging the learner to be responsive, interactive and creative in the process.

The school environment demands a great deal of the educator, but Australian schools have long ridden on the back of the generous teachers. The costs of upgrading and higher level study have been undertaken by teachers in their spare time and (in most cases) with such high-level qualifications beyond the fourth year not leading to any real increased capacity to generate income. The imposition of the graduate tax has done nothing to encourage teachers to further their skills and qualifications.

The government offered Australia's 250,000 teachers only 2,000 places in 1989 free of imposition of the tax.

Teaching is no longer the attractive profession it once was. In 1975 the maximum salary achievable by a four-year graduate was 175 per cent of average weekly earnings. In 1988 it was 120 per cent. In 1975 the entry salary for a four-year trained teacher was 102 per cent of average weekly earnings. In 1988 it was 79 per cent. By 1995 approximately 80 per cent of all teachers will have reached the top of the four-year trained scale.

These factors along with the agenda of the New Right in dealing with issues like back to basics, teacher appraisal, pupil assessment, school evaluation, larger class sizes, increased face-to-face hours and decreased support services mean that a crisis is at hand for Australian schools.

The relative decline in the value of educators' salaries, the higher levels of remuneration available outside of education and the maintenance of the attack on teacher conditions mean that less and less capable graduates will be attracted to education.

Award Restructuring in Education

How has the restructuring attempted to address these issues in Education?

In early 1989, for the first time a strategy was jointly developed by the teacher unions, government and non-government, through Australia.

The National Teachers' Claim has had a tortured gestation. The peak Union Association of the non-governmental sector, the ITF, and of the government sector, the ATU, arrived at a common log of claims. This log was endorsed by the ACTU who intervened to support the joint ITF/ATU application when it went before the Federal Industrial Commission. The application was successful and the process proceeded from there at a State level. In retrospect, the first part was easy; what followed at the State level was more complicated.

In a vain attempt to capture votes, the Ahern Government proposed in the 1989-90 budget salary levels up to \$44,110 for classroom teachers and proposed the establishment of leading teachers with salary levels up to \$47,110.

An underlying principle behind the joint ITF/ATU approach was the establishment of national wage rates for teachers in all sectors to avoid the present ridiculous situation. For example, Queensland teachers are paid \$3,000 less than their colleagues across the border in New South Wales.

Therefore the teacher unions adopted, with ACTU support, the Ahern Budget proposal as National Benchmarks.

The torture continues as both the QTU and QATIS continue negotiations as does the impatience and frustration of teachers. A recurring lament from teachers is: Why is it taking so long? Why do we have to go through this ordeal just to get a pay increase which we justifiably deserve?

It is taking this long because it is an incredibly complex and difficult task. It is also radically different and has been characterised by ignorance and resistance.

On 30 November 1989, both QATIS and the QTU signed Statements of Intent for which the State Industrial Commission awarded the first 3 per cent. These Statements of Intent are basically divided into three main areas - principles, process and agenda.

Principles are those which underlie Award Restructuring and highlight the economic role of education.

It is a fundamental rethink or review of how the system works. This doesn't mean an extra workload - it is not working longer but smarter and being more efficient.

The end result of such a review is to

- . improve the quality of education
- . enhance career opportunities for all teachers and assist in addressing the loss of qualified skilled teachers
- . improved the effectiveness of education
- . increase the morale and self-esteem of teachers.

The process is a cooperative one. The structures that enable this to happen are jointly composed and depending on systems and sectors, include joint negotiating committees made up equally of employers and unions and in some cases includes committees at the school level.

The award restructuring agenda encompasses a wide range of issues but they fall into five major categories:

1. salaries and career paths
2. teachers' hours, duties and conditions
3. school improvement and teacher appraisal
4. review of school organisation and professional development
5. professional development.

None of these categories is an isolated unit - each impacts on the others. While the different sectors and systems negotiate their own statements of intents, in order to maintain common standards for State and non-government schools much of what evolves must and will be the same in both sectors.

Both teachers unions' salary claims are based on the Ahern Government's package.

It envisages classroom teachers' salaries ranging from \$24,500 to \$44,110.

Access to this career path is still under negotiations as are the transition proposals for its implementation. While the models of improved teacher career paths have

not been finalised, it is clear that an important component of teacher progress along such career paths is teacher skill development.

This poses a considerable challenge both organisational and financial to inservice providers.

It is likely that the expectations of teacher skill, which are incorporated into the career paths, will impact on teacher and employer demands from inservice providers. This process will need the development of appropriate structures to clearly and effectively articulate those needs.

We believe that a tripartite structure at the State level involving unions, government and employers would be appropriate.

However the remaining substantial items on the agenda are school development and teacher appraisal and professional development, and school organisation review. I intend to touch on these items with some detail because of their impact on inservice.

I'll deal with the last, school organisation review, first.

Management practices as well as work practices are under review. Management practices of the past failed to utilise properly the skills of the workplace. Award restructuring aims to replace this 'top down' control of work practices with consultative structures. Management must become more flexible and find ways so that the total potential is effectively and efficiently utilised. This is more easily said than done.

It is worthwhile to look at the context in which this change is taking place. In Australia this is happening in conjunction with State and Federal Government initiatives.

Award restructuring processes are happening in a context of teacher education, pre- and inservice is under review. Out of this discourse we have the Maths and Science Discipline Review and Teacher Quality and the AEC report on Teacher Education.

Similarly the context in which we teach is highlighted by the Quality of Teaching review. Curriculum and assessment initiatives are under way with TE Review, National Goals and P-10 Curriculum moves.

A common and recurring theme in this discourse is the changing attitude to management and self-management and the consequence is open and more democratic approaches.

The equation is very simple - more autonomy equals quality and improved productivity. This conjunction can deliver major changes and improvements.

The last two agenda items: school improvement and teacher appraisal and professional development must go hand in hand. The extremes of the debate are perhaps symbolised by the protagonist choice of terms. The unions couch their statements in terms such as performance review and development, and school improvement plans while some employers are obsessed with teacher appraisal and teacher evaluation.

One view attempts to maintain quality by focusing on the whole school in a positive, supportive and developmental way and the other on the individual's competence in a negative, punitive manner. The unions' argument is that the process is doomed to failure if its focus is so narrow and negative. Negative approaches generate negative responses.

Annual performance review or appraisals should be resisted because

- . They are expensive in terms of resources and time;
- . They generate increased uncertainty in teachers - which does not produce improved performance - rather it produced mechanistic, unimaginative and uncritical teacher performance at a time when we wish teachers to be more open than ever to social, economic and educational change;
- . They reinforce outdated hierarchical models of management at a time when the thrust of much of the best overseas and Australian management is towards flatter, more open and participative practices.

If restructuring within the education industry is to produce what it sets out to do, then getting this part of the agenda right is crucial. If we get this wrong, a huge amount of effort will be expended simply to maintain the status quo.

Both the ATU and the ITF are working on performance review and development. We believe that a very clear difference must be maintained between

- . processes which are summative, formal and provide evidence which a teacher may use externally in seeking promotion or appointment; and

- . processes which are formative and informal and provide information to the teacher to use reflectively, and may assist his or her choice of teacher development programs.

Australian teachers do not need formalised teacher appraisal processes as an additional burden to their already arduous jobs. However, they do need

- . effective administration in their schools;
- . the development of processes at school level which give them access to school decision-making, particularly in areas which relate to teaching and learning;
- . the development of strong collegial dialogues and information-sharing at school level, free from excessive and formalised control mechanisms;
- . expanded access to teacher development programs within schools, outside of schools, and within tertiary institutions;
- . mechanisms to ensure and safeguard equitable access to skill development and career paths.

School Development Proposals

Fundamental to the improvement in the quality and efficiency of schooling are two key elements:

- . a committed and highly-skilled teaching force with more opportunities for better targeted and more effective professional development/in-service as a right and with improved career paths to recognise better skills; and
- . efficient schools in which those teachers can put into effect their skills.

This requires a commitment by schools and systems to implement and participate in appropriate whole school improvement or development processes.

In such school development processes, there needs to be a structural dynamic and collective commitment to ongoing school, curriculum, program and administrative review and development which is fundamentally democratic in that it relates to the joint participation of teachers and administrators in the agreed processes.

Structures for School Development

School development requires both an individual and collective commitment by teachers and administrators in order to achieve quality and efficiency in schools.

The individual teacher must be given the opportunity to become a highly-skilled practitioner and then to participate in the decision-making and development processes of the school.

Decisions relating to school development should be made collectively. The responsibility for those decisions and for conducting reviews of the process should likewise be collective.

Professional Development

Effective professional development, in the unions' view, is dependent upon:

The development of appropriate school-based and systems inservice to assist in the process of identifying needs and determining strategies suitable for individual teacher/school and system development.

The benefits of such an approach would be:

- . the development of personal and professional skills in individual teachers;
- . building of trust/cooperation and a sense of collegiality amongst staff both within and across schools;
- . a contribution towards innovative educational thought and practice;
- . the promotion of the free exchange of ideas both within and across schools; and
- . specific professional development for teachers in leadership roles in schools.

Such a structure and process provides an appropriate framework for the articulation of professional development needs and strategies. At present this is an often incoherent area of education development.

The teacher's career path will clearly influence the kind of professional development undertaken. This should be nested within the school development process.

Skill Review and Development is intended to encourage professional reflection and from that a process of ongoing skill development.

The school improvement process provides a vehicle for the ongoing articulation of school needs and expectations. This process must be open to the effective participation of the whole staff so that its outcomes will be owned by the staff and effectively incorporated into personal professional development programs.

Clearly the allocation to, and by, schools of resources for professional development will in large part determine the effectiveness of school-based professional development.

The broader strategic goals of the union movement, systems and governments are also important to skill development. Once again there is a need for an effective mechanism to articulate the needs of the various 'stakeholders'. A tripartite body with equal representation of teacher unionists, employers and government should provide such a forum.

Continued Teacher Skill Development

Strategies should be developed to improve the skills of experienced teachers which ensure fair and well-supported access to a variety of educational experiences such as teaching a range of classes, experience with different curriculum issues and involvement in a variety of wider school processes, involvement in professional updating through access to INSET.

This phase involves the development of agreed structures for the implementation and review of skill development planning such as:

- . individual review and goal setting to ensure that development appropriate to the individual teacher's needs is continuing;
- . adequate school support in the achievement of goals.

This process of continuing skill development does not preclude management and teacher access to agreed grievance procedures in dealing with serious problems.

The above proposals for teacher and school development rely heavily upon effective inservice education for teachers.

Clearly, appropriate resources need to be made available and a substantial proportion of inservice must occur and be controlled at the school level by

participative democratic processes. This will ensure that teachers have an ongoing commitment to personal and school development and that schools will be properly empowered to respond to the changing needs that they experience.

If award restructuring does achieve its objects, this may result in radical changes in the way schools' and teachers' work is organised.

Implementing change is an area where education has a 'poor track record'. Too often change has been top down, poorly understood, poorly articulated and thus frequently resisted. It thus often fails to achieve its object.

We have to learn from this experience and not make the mistakes of the past. This means that we have to ensure that the changes that are part of award restructuring are properly understood by managers and the workforce in the education industry. This could involve a substantial role for inservice education.

To summarise, inservice/professional development has two main roles. Firstly in developing the quality skill development which may be necessary for access to improved career paths. This poses questions as to the role the major stakeholders - the government, the employers, the HEIs, the union and the teachers - will play.

Perhaps the central question is about the kinds of structures which will be used to manage this inservice provision.

It is the last of this list, the teachers, who should answer this question. Teachers have often been the last to be asked. It must be remembered that in the education market-place the teachers are the client and the department, the employers and HEIs, etc., are the providers.

Secondly, in a time of wide-ranging change there is a need for inservice about the process and elements of restructuring itself. Teachers and management will require retraining in the new consultative processes if they are to participate effectively and thereby make fundamental changes in their attitudes to handling staff, students and parents.

Conclusion

There must be a commitment to review resources, structures and process which will involve governments, employers and unions.

To address the requirements of these key areas, the following is proposed:

1. The establishment and maintenance of appropriate levels of funding to ensure effective access by all teachers;
2. The provision of varied and flexible courses for teachers at HEIs and suitable recognition for present non-award courses; this will involve changing relationships between teachers, schools and HEIs;
3. The development of structures and processes at the school, system and State level to allow effective and participative articulation of the needs of teachers, schools, parents, communities, employers, unions and government;
4. Clear recognition of the problems of equitable access to professional development which are consequent upon gender, family responsibility, geographical location and age; and the development of effective strategies to overcome these;
5. Clear recognition that an implementation plan is a necessary concomitant of all educational change and that appropriate inservice education is an essential component of change;
6. Agreement that strategic/systemic inservice should be managed by a tripartite structure of union, employers and government;
7. Clear recognition of the need for a substantial proportion of all professional development resources (i.e. at least 50 per cent) to be allocated to the school and to be used in conjunction with school improvement processes;
8. Clear recognition of inservice undertaken in the establishment of access criteria for advanced skill teacher and similar positions;
9. Clear recognition of the load of professional development presently undertaken by teachers in their own time and the removal of impediments to this skill development (i.e. HECS).

In conclusion, education is in turmoil. We have been patching it up for years to no avail. Award restructuring offers us a chance to reshape and recreate the industry, to improve the quality of education and to raise the morale of teachers and the profession.

It is a challenge to us all. We have a duty to the profession to make it work.

PANEL PRESENTATION

CRITICAL OVERVIEW OF POLICIES AND PRACTICES IN INSERVICE TEACHER EDUCATION IN QUEENSLAND AND THE IMPLICATIONS OF AWARD RESTRUCTURING

Chair: Mr Lloyd Logan, Senior Lecturer, Department of Education,
University of Queensland

1. A PERSPECTIVE FROM THE UNIONS - MS LESLEY McFARLANE, QUEENSLAND TEACHERS UNION

Inservice Education

1. INSERVICE PROFESSIONAL DEVELOPMENT ACTIVITIES

Quality education in schools can be maintained only through a sustained inservice education program for all teachers. Continuing, career-long, professional development should be provided through a range of activities in order to cater for the diversity of needs in the teaching profession. The different forms of professional development include:

- . formal award activities, i.e. accredited studies leading toward degrees and diplomas;
- . formal non-award activities, i.e. conferences, seminars, workshops and induction programs;
- . informal non-award activities, i.e. participation in job-embedded development projects, private reading, on-the-job learning, participation in the work of professional associations.

Providers of inservice education whether they be tertiary institution staff, or the employing authority, should collaboratively develop a system whereby non-award activities can be credited towards formal award courses.

2. RESPONSIBILITY FOR INSERVICE EDUCATION

The responsibility for professional development is one which should be shared by the Commonwealth and State Governments, the employing authorities and the profession itself.

2.1 The Role of the Commonwealth

The role of the Commonwealth should be to ascertain the needs of teachers nationally in inservice education and to provide relevant advice to Commonwealth and State Government bodies. The Commonwealth's financial commitment should be directed to inservice education relevant to specific priority areas, including special purpose programs, and also to the general enhancement of the quality of schooling in order that there be a national teaching force which is capable of responding flexibly and effectively to changing educational needs and priorities. A proportion of general recurrent funds for education should be allocated to professional development by means of Commonwealth/State resource agreements.

Coordination at the Commonwealth level should be carried out by a joint committee consisting of representatives from the Schools Council, the Commonwealth Department of Employment, Education and Training, State authorities, teacher education institutions, and national teacher and parent organisations.

2.2 The Role of the State

The State has a major responsibility to provide opportunities for teachers to increase their proficiency and to ensure that system policies embody a commitment to improving the quality and efficiency of teaching through the professional development of staff.

2.2.1 *Decision-making Structures*

An overriding prerequisite to the administration of any effective inservice program should be the democratic participation in decision-making by the users.

Democratic participation should occur at all levels within the Department's structure, viz. Head Office, Regional and school levels, and include Q TU and parent representation. Democratic structures would ensure that inservice education programs are

directed at the appropriate client groups in order to meet the perceived needs of the system at each level as well as of individual teachers. Teachers, as autonomous learners, should have direct input into the organisation of inservice programs with regard to content, format, timing and venue.

2.2.2 *System Needs*

Introduction of new syllabi/curricula innovations

The responsibility for inservice education to accompany the introduction of new syllabi should be borne by the Education Department and should satisfy the following criteria:

- . all teachers should attend inservice facilitated by trained consultants with expertise in the subject areas;
- . this inservice should take the appropriate amount of time to ensure that it is effective;
- . consultants should be available for back-up advice in the classroom;
- . this inservice should be provided during school time;
- . relief staff should be provided to replace those teachers attending inservice seminars.

A special allocation of funds for the acquisition of resources needed to teach new syllabi should be made.

2.2.3 *The Change Process*

The Union has serious reservations about the long-term effectiveness of the change process being used by the Department.

This change process is fundamentally flawed in that the planning of inservice education is not an integral part of the process of curriculum change; curriculum development and inservice education are seen to be quite separate, and are managed separately by different divisions within the Department according to separate priorities.

Change in all syllabus areas should be gradual, and planned over five to ten year periods. To facilitate successful ongoing change, funding for consultancy positions in all curriculum areas should be permanent. These curriculum consultancy positions would service all subject areas as well as other identified areas of concern, e.g. classroom management, Aboriginal education, education of girls, computers across the curriculum. Ongoing inservice should be available in all these areas for all teachers.

Quality training of consultants in both consultancy skills and area of curriculum expertise is essential. The Department should also provide opportunities for consultancy training for teachers within schools, and create leadership positions within schools for teachers as inservice/curriculum consultants.

2.2.4 *School Needs*

The priority currently given to system needs in inservice education should not be to the neglect of individual school needs.

Individual schools should be enabled to develop and implement a school-based professional development plan, designed to meet the needs of the school. The development of school-based inservice/curriculum consultants, referred to above, would assist in this process.

Discretionary funding is essential to enable planning and implementation of a school development plan. Such funding would cover TRS days and cost of resource personnel from outside the Department. Funding should also be allotted to schools for the development of a professional development resource collection.

The Department has a responsibility to facilitate individual teacher development by providing a range of ongoing inservice opportunities from which teachers can choose according to their individual needs.

2.2.5 *Induction*

The Education Department has an ongoing responsibility for the induction of teachers where a role change occurs. Such role changes are of the following types:

- (a) beginning teachers
- (b) teachers on promotion/adopting a new role
- (c) teachers re-entering the profession
- (d) teachers changing from one section to another within the Education Department.

2.3 The Role of Tertiary Institutions

The main role of tertiary institutions in inservice education is to provide formal award courses. These include diploma and degree courses, graduate diploma courses and higher degrees.

Until such time as all teachers enter the profession with a degree, tertiary institutions should provide sufficient courses to enable teachers already in the service to complete a degree in education.

Graduate diploma courses should normally be offered only to teachers who have already completed a degree. Graduate diplomas should be designed to develop expertise in specialist areas and should be used to provide opportunities for study in emergent educational areas.

Non-award courses should be developed collaboratively by the employer and tertiary institution staff and credited towards formal award courses.

2.4 The Role of the Profession

Teachers play a vital role in maintaining professional awareness of trends and ideas as a result of their intersystemic, intersector, interstate and international networks. Professional associations and organisations enhance the development and commitment of their members through various activities such as conferences, workshops and publications.

Individual teachers assume responsibility for professional development by their participation in formal award and non-award courses, by their involvement in professional associations, attendance at seminars after school hours, and by private professional reading. In 1987-88, 22.78 per cent of teachers were enrolled in formal award courses at tertiary institutions.

Leave to attend workshops, seminars and conferences provided by professional associations should be readily available.

3. ACCESS TO INSERVICE EDUCATION

Under a restructured award, access to professional development is an industrial right and as such should be incorporated as an entitlement in relevant Teachers' Awards and Industrial Agreements.

Access to inservice education, both award and non-award, is difficult for many teachers. Barriers to access include the following factors: distance/isolation, cost to the individual teacher, teacher replacement, availability of courses, time and family responsibilities.

3.1 Distance Education

Many Queensland teachers teach in remote areas for some, if not most, of their careers. Realistic provisions for ongoing inservice for these teachers would include use of technology (e.g. video-conferences), accommodation and travel allowances, assistance with childcare, and cross accreditation between tertiary institutions for inservice courses.

3.2 Cost

The increasing cost of award courses presents a barrier to many teachers. Teachers should be exempted from higher education charges because of the effect of this disincentive upon the expertise of the profession generally, and consequent effect on the quality of schooling.

3.3 Teacher Replacement

A replacement allowance of five days per teacher per year should be allocated to all schools for inservice purposes. This allocation is separate from that for school development purposes. In isolated areas, extra allocation should be made for travelling time. Class 4 and 5 schools should close for up to five days per year for inservice education purposes. In regions where supply teachers are not available in adequate numbers, a team of teachers should be deployed to act as inservice replacement teachers.

3.4 Availability of Courses

In recent years a major problem with both award and non-award courses has been that the supply of such courses has significantly undermet the demand by teachers. Inservice provision to accompany Department-

initiated curriculum change has also been inadequate in terms of teacher places.

This situation is clearly unacceptable to the profession, and must be remedied by long-term planning and greater funding by both Commonwealth and State Governments.

Provision of inservice education by the State Government is nowhere near the suggested Commonwealth level of 2 per cent of recurrent funding. *Teachers Learning* recommends 5 per cent be spent on inservice education.

3.5 Time

In order to raise the level of expertise of the teaching profession, both general and specialist, the following forms of paid leave with allowances should be provided by the Department of Education:

- . Annual scholarships for teachers to upgrade to four-year trained status, where this opportunity was not available at the time of initial preservice education.
- . Sabbatical leave up to one semester's duration after seven years of service.
- . Leave for one year for teachers to complete a course in a specialist field.
- . Scholarships for full-time and part-time postgraduate study. Such scholarships would be for the equivalent of one or two years' full-time study and tenable at any Australian or overseas university.

Selection criteria for the above forms of paid study leave should be based on ability as teachers or administrators, academic aptitude, professional involvement, and years of experience in teaching.

3.6 Family Commitments

To enable realistic access to award and non-award inservice courses and seminars, family responsibilities of teachers need to be considered when the timing of such courses is planned. Where teachers are required by their employer to attend after hours inservice courses, childcare should be provided or costs reimbursed. Components of award and non-award

courses should be available to teachers during vacation time as an option. Childcare facilities should be available at all tertiary institutions.

2. A PERSPECTIVE FROM THE DEPARTMENT OF EDUCATION - DR KEN ROBERTSON, ASSISTANT DIRECTOR-GENERAL (STUDIES)

BACKGROUND

The Department has for many years maintained a strong focus on inservice teacher education. The policy contained in Policy Statement No. 8, 26 January 1986, outlined the directions, philosophy and resourcing commitment which have been followed during the years since the drafting of this policy. The Department of Education recognises that it shares with members of the teaching profession responsibility for providing for the ongoing professional development of teachers.

The aims of the Department in this regard have been:

- (a) encourage and assist teachers (including school administrators) to take initiatives in, and to accept responsibility for, their own professional development;
- (b) encourage the teachers and administrators of schools to develop policies and procedures for organising inservice education activities directed towards their own professional growth; and
- (c) provide resources to support the planning and implementation of inservice education activities in order to enhance the quality of educational experiences for learners.

NEW DIRECTIONS

Impinging on the development of new directions are the following factors:

- (i) Restructuring as it applies not only to salaries and conditions but to scope and control of the teacher's school's work and teacher/pupil relationships;
- (ii) Priority of the Goss Labor Government for the continuing education, professional development and inservice training of teachers.

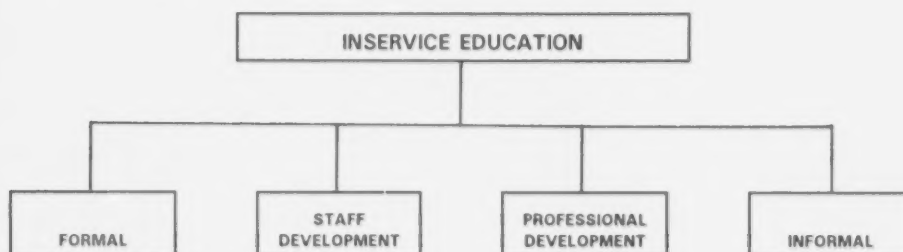
To provide these directions, a State-wide review of inservice is being conducted during the first semester of 1990. It is planned that one outcome of this review will be the preparation of a fully-planned program of inservice initiatives for the

next three years. During phase one of this review, the major focus in the data collection component will be on the perceptions of classroom teachers. Collaborative strategies will be employed, including the use of a questionnaire followed by individual and group interviews. A random group of teachers sampled from all regions will be invited to respond to both of these approaches. Teachers who have not been included in this controlled sample will, however, be offered the opportunity of responding to either or both of the reviews.

The data gathered by the questionnaire will be used to develop a 'Schedule of Interview' to support the second phase of the review. A selection of those who responded to the questionnaire will then be interviewed to probe the issues highlighted by the first instrument.

In this review and the development of a future plan we have discovered that there is a need to develop a common usage of terms when considering the development of a teacher and/or administrator as the recipients and inservice agencies do not always see the total spectrum. To this end, the following diagram proposes a context within which the current review is being structured.

MAJOR COMPONENTS OF INSERVICE



- 1.1 **Inservice** education is seen as being the totality of all learning experiences which affect a teacher after the initial period of training.
- 1.2 **Formal** relates to studies taken at academic institutions that lead to recognised qualifications.
- 1.3 **Staff development** is related to those elements which a teacher has to know in order to function in a system. These include such issues as:

1. Orientation
2. Departmental Policy
3. School Policy
4. Curriculum
5. Community Expectations, etc.

These elements are not directly related to the process of teaching, but are factors which impinge upon the teaching process since they relate to the organisation of the system and school.

- 1.4 **Professional development**, on the other hand, is concerned with developing the competence of the teacher to work effectively in the classroom. It is geared towards the skills and processes which help the teacher to provide for effective learning. In other words, it has as its focusing point, the student. It is in this area that we must guide teachers to accept more responsibility for their own inservice.
- 1.5 **Informal** are those situations that occur between teacher/teachers, teacher/supervisor that are on an informal basis where educational issues are discussed or information or help is sought.

Teacher inservice and support will be a major priority of the Department over the next three years. Our aim is to develop a process in which program design is able to be responsive to the needs and preferences of all teachers.

3. **A PERSPECTIVE FROM THE BUREAU OF EMPLOYMENT, VOCATIONAL AND FURTHER EDUCATION AND TRAINING - MR IAN McGAW, EXECUTIVE DIRECTOR, DIVISION OF ADMINISTRATION AND FINANCE**

Award restructuring represents the greatest ever challenge to all providers of vocational education and training and in particular, the Bureau of Employment, Vocational and Further Education and Training.

In considering potential impact of award restructuring I am attracted to Laurie Carmichael's comments, when he said -

'The Award Restructuring process will bring the most significant changes to workplaces since the Industrial Revolution.'

In my view, the Bureau's capacity to respond to the training demands and opportunities arising through award restructuring, and indeed to provide leadership in the process will be dependent upon its willingness to be:

- . innovative;
- . in tune with industry needs and expectations;
- . flexible;
- . efficient and effective in the delivery of our services; and
- . attractively priced.

Also, many institutionalised barriers of tradition and demarcation will need to be overcome. It is imperative that we in the Bureau critically evaluate our structures, practices and methods to eliminate entrenched and institutionalised barriers to efficiency and productivity.

The full detail of the training demands to arise from award restructuring is not yet fully known but at the very least the Bureau will need to accommodate:

- . multiple skills training;
- . competency based assessment;
- . flexible entry and exit points;
- . flexible articulation arrangements;
- . institution and workplace based program delivery;
- . the design and scheduling of training and testing programs in accordance with industry needs;
- . frequent changes in training requirements;
- . modularised curriculum;
- . alternative delivery methods;
- . expanded consultancy services to industry;
- . accreditation of industry-based training programs, trainers and testers.

Through all this we will have to remain client-focused.

My organisation has two principal clients in the training process arising from award restructuring, industry and students, and it is imperative that we satisfy both.

With the resources we have at our disposal, people and capital, we are exceedingly well placed to be at the leading edge in responding to award restructuring. We have an excellent advisory structure comprising the QEVET Board, Priorities Executive, Training Executive, Industry Training Councils and College

Community Councils which combine to ensure that we are fully aware of industry's current and emerging training needs.

Our success, however, in turning industry's advice into training programs actually delivered is contingent upon the commitment and cooperation of our most valued resource - our staff.

It is fair to say that the great majority of our staff are now conditioned to a rapid rate of change. We have in the last two years changed from being an organisation which was essentially provider-driven to one which is very much client- or industry-driven; from one which was input-orientated to one which is now very much performance- and outcome-orientated.

Award restructuring and the associated training requirements represent a continuation of that state of change.

Responding successfully to the training requirements arising from award restructuring will necessitate our staff -

- . keeping aware of changes in industry practices and technology;
- . being prepared to learn new skills and technologies;
- . being receptive to flexible working arrangements;
- . being principally concerned with the needs of the client;
- . being receptive to the development and implementation of new teaching/learning processes;
- . being receptive to rationalisation of college services, where industry requirements necessitate; and
- . **most importantly**, demonstrating a commitment to ongoing professional development necessary to retain skill currency.

The Bureau for its part will continue to support those undertakings by:

- . developing and maintaining close links with industry and the advisory network to ensure planning is correctly aligned;

- . establishing relationships with other tertiary education providers to facilitate professional development opportunities;
- . sharing a commitment with staff to their professional development, in-house, through SARAS, through release to industry arrangements - through the QEVET Board Scholarship Scheme;
- . developing in cooperation with colleges, college councils and the advisory network effective manpower planning arrangements to ensure the right staff are recruited and to minimise any dislocation to staff;
- . the further refinement of strategic planning processes in colleges to enable optimum use of staff and facilities and to provide clear advance indicators of significant adjustments in course offerings or staff requirements;
- . developing appropriate curricula, learning technologies and resources;
- . providing for the flexible programming of students;
- . decentralising key operational decision-making authority;
- . providing more flexible working environments;
- . negotiating increased flexibility in support staff working arrangements.

The Bureau can lay claim to a good reputation in the area of professional development. We currently direct the equivalent of 2.7 per cent of our recurrent salaries budget each year to the professional development of our staff.

That is a commitment to professional development of which I am most conscious. We are not content to rest on our laurels either, because much more needs to be done.

For example, I understand that the Arthur Andersen Accounting and Consulting Partnership commit 10 per cent of gross recurrent revenue to the professional development of their staff.

We are very mindful of the criticism, frequently vocal but not always just, which is directed at our staff about the currency of their skills and industry experience and the appropriateness of their teaching strategies.

We are currently in the midst of renegotiating the Technical Teachers' Award and during this process, great emphasis is being placed on the stimulation of ongoing professional development for staff.

We are promoting through the concept of a principal teacher classification, the attainment of and financial reward for additional academic or experiential qualifications.

We are also exploring means of encouraging and rewarding the acquisition of qualifications relevant to the teacher's subject discipline - arrangements could include accelerated award progression; advanced standing for promotion to principal teacher status, and/or various allowances, etc.

I believe the Bureau and the Unions are also anxious to adopt an innovative approach to upgrading the skills of our staff. For example, we are exploring mechanisms for accrediting for salary and career progression purposes:

- . significant contributions to industry, such as applied research, technical or educational innovation;
- . inservice education;
- . technical skills update; and
- . the attainment of 'industry' recognised qualifications.

These listings are by no means exhaustive and much of the detail is yet to be fleshed out and agreed upon.

I feel I can say however, that both the Unions and the Bureau are fully committed to ensuring that our college network continues to hold its position as the State's premier vocational education and training provider and that our staff will take pride of place in that arrangement.

4. A PERSPECTIVE FROM CATHOLIC EDUCATION - MR GARRY EVERETT, SECRETARY, QUEENSLAND CATHOLIC EDUCATION COMMISSION

Policies

1. Catholic Education is committed to the provision of quality education for all: students, teachers, parents.
2. Inservice education is one of the most important elements of ensuring quality education at school community level.
3. Collaboration will underpin decision-making about the significant elements of inservice education, e.g. needs; priorities; resources; strategies.
4. Cooperation with other providers, e.g. Department of Education, Board of Senior Secondary School Studies; tertiary sectors; others; is desirable and necessary.
5. Inservice education is built on the notion of ministry, i.e. of serving others, of empowering them.

Practices

Inservice education practices are all aimed at ensuring quality education at the school community level. During the last 10 years, efforts to ensure that quality have focused on:

- A. Clarifying the mission, vision and culture of the Catholic school in the contemporary world.
- B. The development of structures and skills which will enhance the operationalisation of mission and vision, and sustain/develop the culture of each school.
- C. Renewing the core elements of the educative endeavours in schools through processes of reflection, evaluation and action.
- D. Enhancing the curriculum development skills of members of school communities.

- E. Improving the qualities of leadership of those who undertake the roles of leaders in the school community.
- F. Sustaining and enriching the Faith-life of members of the school communities because 'who they are educates more effectively than what they say'.

Implications of Award Restructuring

- (i) potential for improvement in teacher morale;
- (ii) increased flexibility for curriculum development, e.g. hours of duty; positions of responsibility;
- (iii) concept of leading teacher and the potential for 'critical reflection on praxis';
- (iv) opportunities to maximise the integration of supervision, appraisal, evaluation;
- (v) reclassification of schools and the promise for equity and justice in a system;
- (vi) the need for enhanced opportunities for inservice education and the necessity for teachers to be liberated.

5. A PERSPECTIVE FROM HIGHER EDUCATION INSTITUTIONS - PROFESSOR PHIL MEADE, DEAN, DIVISION OF EDUCATION, GRIFFITH UNIVERSITY

The Context

There are strong calls from government reports for general improvement in the quality of teaching. For example, Dawkins (1988) states:

The quality of teaching is central to the quality of our schools ... we must examine means of improving the initial and ongoing training of teachers to meet the demands of a changing educational, economic and social environment.

The Schools Council (1989) also stresses the need for research on issues concerned with teacher competence, commitment and professional development plans. The reports take as given that a first priority must be the inservice education of practising teachers. For example, the Report of the Review Committee (1985: 128) states:

Inservice education will be of prime importance and a combination of approaches will be necessary. Balances must be struck among a number of factors: the needs of individual teachers and the whole school staff. ... Inservice education should be accompanied by action to raise the status of teaching.

Processes Which Need to be Adopted to Improve the Quality of Teachers

In Chapter 3, *The Education of Mathematics Teachers* and Chapter 4, *The Education of Science Teachers*, the Panel (DEET, 1989) provides extensive advice on what steps are needed to upgrade the quality of teacher performance. The Panel indicates that significant changes are needed in teaching approaches in mathematics and science education. As the change process can be threatening, it is recommended that teachers need to talk through successes and failures with colleagues similarly involved. The Panel also sees a role for higher education staff as external support and validating agents. Coulter and Ingvarson (1984) argue that there is a need for greater teacher participation at all levels in policy making and decisions about their own professional development. Hughes (1987) outlines an effective model being used in Tasmania where there is a linking of the Education Department, non-government schools, and higher education institutions in the planning and implementation of courses for teachers in schools. DEET (1988) in the Report *Teachers Learning* reviews an extensive literature and similarly concludes that the results of training and development activities are more likely to be adopted when teachers have a role in their planning and implementation. Further, the Schools Council (1989) stresses the partnership role of INSET and the need to establish planning arrangements by setting up committees with membership drawn from education systems, higher education institutions and teachers.

In *Teachers Learning* the point is made that the nation needs better outcomes from its schooling and that 'this must be achieved by a more highly skilled performance from the teaching profession and must be led by those teachers with skills to do so' (DEET, 1988: 55).

Johnson (1987: 238) in a review of the Carnegie and Holmes reports from the USA concludes:

The most important proposal that each report makes is the need to identify and use master teachers, as an integral part of the training of new teachers and in the development of knowledge about the educational process. The very best teachers must be given more autonomy, more decision-making power, and more control over and assistance with their working environment. Moreover, these master teachers must be rewarded for their leadership role in the schools and, perhaps as important, they must be brought into closer contact with the University and, one might add, the University with them.

Need for Participation of Teachers in INSET

In relation to Queensland State schools, Mr Trevor Schramm has advised that in July 1989, of the total of 25,749 teachers, 13,111 were listed on the combined two- and three-year trained scales, 9,600 on the four-year trained scales and 3,038 in classified positions. Comparable figures for July 1980 were 20,253, 13,663, 4,208 and 2,382 respectively. The Education Department priority is very much focused on reducing the proportion of the teaching workforce on the combined two- and three-year scales and some improvements in this regard have occurred between 1980 and 1988.

On a national perspective, Professor Kwong Lee Dow reports that a high proportion (more than half) of the 215,000 teachers in Australian schools will still be teaching in the year 2000. He estimates that there are about 16,000 current enrolments from these teachers in award courses across graduate study and higher degrees: '... somewhere between 6 and 7 per cent of the teacher workforce' (Lee Dow, 1990: 6).

Factors Inhibiting Participation of Teachers in INSET

Some factors inhibiting participation of teachers in INSET reside in the nature of the course offered, while others are embedded within industrial and work-related areas. For example, the Board of Teacher Education (1987) report identified a number of constraints which impeded desired outcomes for INSET:

- . Time and timing of courses were seen as problematic by many teachers.
- . Numbers of teachers believe that employer-oriented INSET in particular should be offered at no cost to teachers.

- . Teachers also reported that course offerings tended to be inappropriate, too theoretical, not relevant to teachers or not relevant to their specific needs because of limited ranges and/or modes of course offering.

There are also indicators that there are barriers which inhibit higher education institutions seeking to initiate reforms. The Panel (DEET, 1989) notes that planning for INSET is undertaken in a context of conflicting demands and priorities, expectations and fundings with a result that INSET provision is fragmented. The *Teachers Learning* report (DEET, 1988) states that higher education institutions need greater freedom of action and financial support so they can redefine present balances, extend INSET activities and develop different kinds of associations with the school sector.

Numbers of teacher education students who do commence higher degree work face obstacles which result in non-completion or non-completion in minimum time. Gibson (1990) lists the findings of a seminar on student assistance for postgraduate students in this regard:

- . lack of adequate training in research skills;
- . lack of proper planning of a program of research;
- . inadequate supervision;
- . personal factors.

Gibson argues that, 'The majority of these issues can and must be resolved by our colleagues at the academic coalface' (p. 6).

Changes Needed in Approaches to INSET

It is apparent that the teaching profession is facing a most critical time in the area of continued professional development. Under 10 per cent of teachers are currently engaged in INSET at any one time and there is the likelihood that numbers of teachers do not participate at all in either award or non-award INSET activities. Strong pressure for INSET is about to emerge from award restructuring and it is time for a giant leap rather than a small step into changed INSET provisions and opportunities.

There are promising signs of positive improvements in the climate of community recognition and acceptance of the value of the teaching profession to society. There are also signs that teachers, teacher groups, e.g. unions, parents, employers

and higher education personnel are coming to recognise the crucial need for partnership in the planning and delivery of programs.

A concerted approach to the planning of INSET is likely to produce positive outcomes within a short timeframe. Teachers will need to accept some responsibility for their own continued professional development, to stand ready to participate in the planning of programs and be willing to take leadership roles where appropriate in providing INSET to teacher colleagues. Teacher groups can assist by using their organisational and professional structures to facilitate INSET for their members. Employers need to provide clear incentives to teachers who engage in inservice and, where appropriate, to provide time release (which may be for short courses or for several hours on a weekly basis). Personnel in higher education institutions will need to enhance considerably their infrastructure support for inservice provision, be willing to design programs in response to client needs (e.g. via short course summer schools), markedly improve credit transfer opportunities (e.g. between award and non-award courses) and provide professional development and enrichment opportunities to higher education staff engaging in teacher education postgraduate thesis supervision. The introduction of professional Ph.D. degree opportunities for teachers needs to be actively pursued.

Finally, there is a need for State-wide coordination of inservice provision for teachers, to ensure that there is rationalisation of programs among higher education institutions so that courses can be provided for teachers with special needs and also that teachers who are transferred in their employment are able to continue uninterrupted with their professional development programs.

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SUMMARY OF GROUP DISCUSSION SESSIONS

1. Difficulties Encountered with Present Inservice Education

A number of discussion groups commenced their deliberation of the issue with some attention to the problems which exist in the present provision of inservice courses.

Many considered that access to inservice education was limited by time, costs, family and workplace demands, and lack of communication about opportunities available. Many of these factors were related to a lack of flexibility in the present provision of inservice education.

The inability to gain credit for employer-provided inservice programs towards an award course and difficulties involved in cross-crediting between higher education institutions were viewed as problems of the present system.

Many groups suggested that funding for inservice courses and provision of relief staff was inadequate.

A point frequently made was that 'top down' initiatives lacked teacher input, they did not allow teachers to determine needs and the action required. The ability of teachers to participate in planning, and the need for collaboration was stressed.

2. Principles of Effective Inservice Education

After establishing that difficulties did exist in the present provision of inservice education, many groups sought to identify a number of principles which should be considered when developing any inservice teacher education.

It was suggested that courses which provided teacher support and follow-up sessions were most beneficial. Many considered that rewards in the form of salary increases, continuing registration, promotion or improved career paths should be provided as incentives. In considering rewards, some groups noted the importance of intrinsic rewards, or the benefits of collegiality. Members stressed that equity of access to inservice education must be assured.

Certain participants pointed out the need for inservice education to allow time for application and reflection. One group noted the potential tension between theory and practice should be resolved by seeing research and practice as mutually

supportive and necessary for critical reflective practice. The idea of a research culture should be promoted.

It was suggested there should be flexibility in the time, form and location of inservice courses. There should be a balance between school-based courses and those provided by higher education institutions, and between skills development and professional development.

A key consideration was the issue of accreditation. Most participants believed a system should be established that facilitated the crediting of non-award courses and activities towards award courses.

Participants supported the notion that an initial step in any inservice education should be determination and clarification of needs of various groups. It was further noted by one group that a preliminary focus should be on alerting teachers to alternatives in practice and current knowledge to ensure they are in a position to request appropriate professional development programs.

One group of participants suggested a model of inservice in which, after initiatives from the school or system indicated the need for a program, there should be collaborative planning followed by a tendering of the proposed program to potential providers. The inservice course would then be supplied, under management of the collaborative body, and subsequently evaluated.

Groups constantly referred to the need for improved communication, greater consultation involving all parties and for cooperation and collaboration in preference to 'top down' initiatives.

3. Facilitating Participation in Inservice Education

Having established that certain weaknesses exist in the present system of inservice teacher education and after identifying many points seen as principles for guiding the provision of inservice, members of various groups recognised that participation in inservice education would be greatly facilitated by attention to a number of issues.

It was generally agreed that there should be greater opportunities for teachers to determine their own inservice needs rather than merely accepting top down initiatives. Forward planning and communication about employer-offered inservice courses would ensure greater participation by schools or teachers.

A number of groups suggested that the pupil-free day concept and block release could be expanded and used more flexibly and effectively.

Accreditation was viewed as a key issue in the motivation and participation of teachers. A system for allocating credit for school-based and other courses was considered essential.

The development of new models of courses offered by higher education institutions and revised scheduling to include vacation schools was seen as appropriate. It was suggested that faculties other than education should be involved. An overall increase in flexibility of institutional practices involving semesters, contact hours, and cross-crediting would facilitate teacher involvement.

4. Collaboration in Inservice Education

All groups supported the notion that there should be some form of inter-systemic collaborative body, representative of all interested parties, to coordinate inservice across the State. The proposed body was referred to variously by participants as a committee or task force, a collaborative mechanism or a consortium of stakeholders.

One discussion group suggested the formation of a network of local and regional collaborative groups to plan, manage and evaluate inservice teacher education programs, coordinated by the central body.

Participants considered that the functions of any collaborative body should be to advise on needs in inservice teacher education; to formulate professional development models which address the needs of the education community and which provide opportunities for credit transfer; to act as a clearing house for teacher professional development; to monitor and report on developments in inservice teacher education; and to coordinate the accreditation of inservice work for formal awards.

OVERVIEW OF DAY'S PROCEEDINGS

Mr Berkeley, at the conclusion of the final plenary session, provided a synthesis of the day's proceedings. He commenced by defining the parameters of the issue and providing some background information about the teaching profession. He then focused on a number of questions about inservice education. These issues included determining the content of courses, how inservice education should be conducted, the time and location of programs, who should participate in inservice education and whose needs it should attempt to meet.

Mr Berkeley referred to the contribution of the speakers in providing participants with current information about inservice issues, perspectives and the connection of professional development and award restructuring.

In his conclusion, Mr Berkeley noted there was a need for continuing reflection on the role of the teacher. He also reviewed the group presentations to note commonalities and to determine if consensus had been reached on any issues. It was noted many groups had suggested there was need for reform in the present system. A common concern expressed was the need for further consideration to be given to the notion of credit transfer and the question of rewards which teachers gain from participation in inservice. Another common message was the necessity for involving all stakeholders in planning and decision-making about inservice education and the need to remove barriers to wholehearted collaboration.

The need for greater cooperation between the various interest groups and for a mechanism to ensure such collaboration (e.g. among the different providers of inservice education) was clearly recognised by participants, being called for by major speakers as well as by both sets of discussion groups. For example, the Minister in his speech had referred to much-needed cooperation between the different groups with an interest in inservice education, and expressed the hope that the conference would prove a successful medium for developing coordination. Professor Smith had commented that the various interest groups could no longer afford to operate in isolation from each other, and called for negotiations among all parts of the inservice community to set up a regional or State-wide inservice teacher education program. The notion of collaboration and cooperation had also been mentioned by the panel speakers and was explored in the question/discussion session following the panel presentations.

Mr Berkeley suggested that, in summary, the key issues emerging from the conference centred on:

- . cooperation;
- . collaboration;
- . communication.

In any action to enhance the quality of inservice teacher education in future these issues must be central.

EPILOGUE

To ensure that the outcomes of the conference were pursued, the Board of Teacher Registration convened an Inservice Education Working Party, comprising representatives of the Board's Professional Education Committee, to advise the Board on appropriate action. This Working Party considered the issues raised at the conference, and in the current literature, and consulted with representatives of the major employing authorities, and other interested parties.

The Inservice Education Working Party found there was almost universal support for the establishment of a State-level, intersystemic, collaborative body for inservice teacher education in Queensland, and recommended the establishment of a 'Queensland Professional Development Consortium'.

The proposed Consortium was not seen as a controlling body or as a body which itself would develop or offer inservice programs. Its existence was not seen as encroaching upon the autonomy and independence of action of employing authorities or higher education institutions. Rather, it would seek to provide a forum for the discussion of issues in inservice education, for the development of mechanisms for cooperation amongst stakeholders in the planning and offering of inservice activities and for the exchange of information and ideas about teacher professional development.

The goal of the proposed Consortium would thus be to facilitate and promote ongoing collaboration amongst providers and participants. This would enable the development of a coherent, planned program of inservice teacher education which meets the needs of the education community and makes the best use of the resources already available across the system for inservice education. It was suggested that the Consortium could also provide for the cooperative development of a data base of comprehensive information on inservice programs offered throughout the State.

The Working Party felt that the existence of such a Consortium would facilitate negotiations among various employing authorities or schools, the various higher education institutions and other potential providers. In the first place, it would enable the establishment of agreed guidelines for the acceptance of activities for credit which would facilitate the planning and offering of individual programs and their subsequent recognition for diverse purposes. Secondly, it would facilitate the offering of cooperative programs across school systems or across providers, and

avoid unnecessary duplication of effort in the offering of inefficient programs to small groups in separate sectors or institutions.

The Inservice Education Working Party saw the proposed functions of the Consortium as including the following:

- . to promote and facilitate ongoing collaboration in the planning and implementation of teacher professional development in Queensland;
- . to develop professional development models which address the needs of the education community;
- . to act as a clearing house for information about inservice teacher education provision;
- . to coordinate and facilitate the recognition of inservice teacher education activities for credit for formal award and other purposes.

A paper describing the proposed functions and membership of the Consortium was circulated to all major groups involved in inservice education, and representatives from these groups were invited to a meeting in August 1990 to discuss the proposal.

This meeting recommended the establishment of a small working party to consult widely with interested groups and to produce by the end of 1990 a more detailed proposal for a Queensland Professional Development Consortium.

The Consortium Working Party conferred with numerous parties drawn from interest groups in the field of teacher professional development, and found that those consulted were unanimous in their support for the general concept of a Professional Development Consortium. Consultants made valuable suggestions regarding the functions, operations, structure and funding of the proposed Consortium which were taken into account by the Consortium Working Party in the preparation of a draft report.

The draft report of the Consortium Working Party was distributed to all potential member organisations and institutions of the proposed Consortium and a meeting of representatives of these groups was held in February 1991. Following this meeting, the Consortium Working Party revised its draft report in the light of comments made at the meeting and in written responses received from bodies to which the report had been forwarded. This revision also took account of

comments by members of the Board's Professional Education Committee. The final report was forwarded in May 1991 to the relevant bodies for ratification.

The Board received the Consortium Working Party's report at its April 1991 meeting and established a steering committee to examine strategies for implementation of a Professional Development Consortium along the lines proposed by the Working Party.

The report *Towards a Learning Community: Report of the Working Party on Proposed Queensland Professional Development Consortium* has been published by the Board as an accompanying volume to this publication.

APPENDIX I

CHAPTER 7 FROM *PROJECT 21: TEACHERS FOR THE TWENTY-FIRST CENTURY*

(Board of Teacher Education, 1987)

QUALITY TEACHERS: CONTINUING PROFESSIONAL DEVELOPMENT

Views expressed in submissions and at public meetings

There was widespread endorsement of the need for teachers to engage in ongoing professional growth. Anticipated outcomes included: the development of 'extended professionals' who assume personal responsibility for their own continuing development, seeking out self-improvement through participation in a variety of activities and through critically analysing their own performance; the achievement of full professional status and improved teaching, leading to school improvement and renewal; the understanding and implementation of innovations; the stimulation of enthusiasm and commitment and a decrease in stress and career dissatisfaction; maintenance of the love of learning and fostering this same attribute in students; the development of specialisations; and retraining in another area of education.

It was felt that such professional development can be fostered by attending inservice activities, but other supplementary ways include supervision of student teachers, active participation in meetings, the teaching experience itself, piloting of innovations, discussions among colleagues, collaborative involvement in curriculum planning and school evaluation, professional reading and parenting.

The concept of periodic alternative work experiences for teachers was strongly endorsed as a means of providing a broader perspective for teaching and of improving communication between schools and the wider community. It was suggested that teachers should be granted leave for alternative work experience without loss of entitlements.

Constraints were identified which impeded the achievement of desired outcomes from inservice courses and seminars. There were often opposing views on ways in which such constraints might be overcome.

- . While many teachers engage in continuing professional development, some do not. Some respondents saw a solution in active encouragement, while others believed all teachers should be required to engage in such activities. Some advocated rewards and incentives but some believed involvement in well-organised courses perceived as relevant by the teachers constituted sufficient satisfaction, generating a sense of competence and confidence.
- . Time and timing of courses were seen as problematic by many. Solutions proposed were threefold: all courses to be offered during teaching time or through full-time release and sabbaticals (with the availability of adequate relief staff), courses to be taken by teachers in their own time (afternoons, evenings, vacations), and attendance at courses to be based on shared time, partly the teacher's own time and partly the employer's time.
- . Inadequate levels of funding (direct expenditure and provision of relief staff). Some asserted that inservice education should be offered at no cost to teachers. Others discriminated among the purposes of the inservice education: where it was required to implement system changes, the cost should be borne by the employer, but in other instances it was not inappropriate for teachers to contribute to their own further development.
- . Inappropriate course offerings (formal award and non-award courses). Respondents suggested the need to establish procedures to ascertain felt needs and interests, since courses would be likely to be popular only if they were perceived as relevant. Some courses were criticised as being too theoretical and not relevant to teachers, but some reported satisfaction with such courses. Further, the Bachelor of Education course was sometimes criticised for allowing too much choice of 'easy electives'; not all shared this view. The ad hoc nature of other non-award courses attracted some criticism.
- . Too limited range of offerings. In view of differences among teachers, there should be a more extended range of offerings, including exchange visits and opportunities to observe outstanding practitioners. In particular, there was criticism of a perceived lack of correlation between policy changes and the provision of relevant inservice and other support.
- . Too limited modes of offering. Attendance at some courses, campus-based or located in other cities or towns, was difficult for many teachers, thus reducing their attractiveness. Many respondents pointed to the potential for greater access through the use of modern technology. Some teachers believed formal courses should be more flexible, allowing variable time for completion of units

and more sympathetic scheduling of assignments and examinations, since these frequently coincided with peak periods of demand in schools.

- . Too limited an offering of school-based courses, workshops or seminars. Many perceived school-based inservice activities, particularly where there could be participation by all staff, to be the most valuable and the most likely to result in desired changes. The need for expert advisory input at such workshops and for follow-up support was emphasised.*
- . Too limited a range of formal award offerings. There was criticism of the limited number of places available, particularly in college B.Ed. programs. College staff felt this limitation on the number of inservice places reduced the contribution they could make, and wished to make. Some teachers felt present B.Ed. offerings were not comprehensive enough and that key areas of need were not covered. College staff advocated the extension of college offerings through masters degrees, which should be course-based and action-oriented.*
- . The lack of coordination in the planning and offering of inservice. There was emphasis on the need for the present ad hoc arrangements to be replaced by planning at the state, regional, district and school levels, with an intersystemic involvement of teachers, employing authorities, teacher educators, and other experts. Such coordination of effort would lead to a more systematic approach, a more comprehensive range of offerings, maximum utilisation of resources, and more adequate publicising of offerings.*

There was a frequent call for the tertiary institutions to explore the possibility of arranging credit for non-award activities; particular mention was made of courses such as Excellence in Teaching, Early Literacy Inservice Course (ELIC), Early Reading in Content Areas, Basic Learning in the Primary School and the Queensland Writing Project and for professional activities such as supervision of student teachers. Difficulties inherent in cross-crediting were also discussed and it was suggested that procedures be established for accrediting non-award programs and activities.

Coordination of effort at the school level was considered desirable, through explicit recognition of the value of inservice education, through the attachment of the responsibility for school coordination and planning to a senior staff member, and through the establishment of procedures that would support the dissemination throughout the school of the expertise gained by teachers who had attended inservice courses at other centres. Principals and senior staff were seen as key personnel in school renewal and adjustment to change and in the encouragement of staff to become actively involved in ongoing professional development.

The Board of Teacher Education was asked to play a supportive role with respect to inservice education by:

- . encouraging the diversification of existing professional development arrangements so that they might be accessible to all, and encouraging the initiation of further courses;*
- . consulting with teacher education institutions concerning the crediting of non-award activities to formal award courses;*
- . acting as a clearing house for the dissemination of information regarding the availability of inservice education;*
- . making representations for increased funding of inservice courses and activities.*

The Board's perspective

A recurring theme in this Report, as in most of the reports reviewed in Appendix IV, has been that the profession of teaching requires of its members continuing professional and personal development.

Teaching is not alone in this requirement. All professionals and all citizens need to be alert and responsive to contemporary vocational and societal demands and opportunities. The need in the case of teachers is, however, especially great. Firstly, they play a key role in interpreting and transmitting the culture of the day, which embraces but is not limited to the traditional cultural heritage. Thus they must be people of their time, with an analytic perspective on the past and a positive orientation towards the future. Secondly, they are engaged in one of the more complex of the professions and excellence in its practice is not quickly won. Rather, it is achieved only through a progressive extension of insights both into the purposes and benefits of education and into ways in which each pupil can be assisted to achieve those purposes and benefits.

As classroom practitioners mature in this profession, a majority maintain their classroom roles but in addition need to assume new roles and responsibilities, within the school and within the community. These new roles offer new rewards and make new demands which require specialised knowledge and skills (for example, in curriculum development, use of school resources, professional stimulation to and guidance of colleagues, community relations). Many will elect to spend forty years as classroom teachers; these years should constitute the path of a dynamic, everchallenging career. There are paths in personal development, too. Teaching requires of its members a personal vitality, an engagement with

life, an intellectual curiosity, an orientation to developing new talents and interests and a sense of deep satisfaction in evolving self-actualisation as person and as teacher. It is teachers such as these who can inspire and stimulate the young to extend their own horizons.

Some classroom teachers move from the classroom to establish careers in administration (school and system), in advisory and specialist services, in research or in teacher education. These career changes require specialised competencies for the effective transformation of the classroom teacher to the new role and position. There is an evolving path to excellence in these roles also. Participation in an array of formal and non-formal programs is essential, but only a beginning. The contexts within which the role is exercised and the characteristics of the other inhabitants of the setting change*, often requiring some reconceptualisation of the role and therefore new knowledge and skills. Those who assist teachers to assist students need a special enthusiasm, a grasp of a cornucopia of knowledge on the disciplines, in education and pedagogy, in the areas of the speciality), and interpersonal skills and insights which will allow them to offer their assistance in a way which will foster teachers' insights and professional development.

The foregoing statements represent the Board's perspective on the continuing professional development of teachers. Our model is **not** a deficit-oriented one, although we recognise that at any given time experienced teachers will need to acquire new knowledge and competencies to perform their roles successfully. This is notably the situation during periods of rapid social and educational change. In Chapter 6 we examined the implications of such change for the content and conduct of programs of initial teacher education. If objectives are to be achieved, there is the need to create opportunities for teachers already in the system to achieve those competencies and knowledges which were the subject of little or no emphasis during their preservice preparation or subsequent study and reflection. Perhaps the clearest example for teachers in the late 1980s is the need to master the new information technologies. But, beyond this, the very nature of teaching itself requires teachers to undergo a developmental process, as we have emphasised throughout this Report.

The progressive path towards increasing competence needs to be achieved by each individual teacher and each teacher, according to his or her existing

*A good example is the change occasioned by the mainstreaming of students with disabilities; their presence in regular classrooms has implications for all specialists and advisers.

understandings, skills and competencies, will profit in his or her own way from reflection upon selfinitiated development activities and from participation in programs, courses and activities initiated by employers or others. Engagement in these activities must ultimately be validated through the enhancement of the teacher's ability to enact his or her professional role in the classroom and in the school.

The theme of the continuing professional development of teachers now has an extensive literature, including the reports analysed in Appendix IV (p.2, pp. 5-6). The Board has addressed this literature, has listened carefully to public and professional comment and has drawn upon the experience of its own members to present, in this chapter, a number of central principles which it believes should guide policy and practice in this area.

The Board recommends

13. that the following principles be adopted in the future development of policies continuing professional development of teachers;

13.1 that professional development be recognised as an ongoing process essential to every teacher throughout his or her career.

This process involves sequential growth towards a diversity of professional goals, which include:

- . the consolidation and extension of professional skills and knowledge;
- . the ability to respond professionally to changes in the social and educational contexts of teaching and learning and to implement innovations effectively;
- . the extension of insight into educational theory and the growing ability to inform practice with theory;
- . the broadening of understanding of the social significance of education;
- . a deepening understanding of the contemporary society;
- . the achieving of a deeper understanding of the disciplines and a mastery of the new insights generated by scholars;

- . the ability to assume a more responsible role in relation to the operations of the school, both those within the school and those which involve interactions with the community;
- . further growth as an educated person, extending areas of learning and experience and interest;
- . increasing self-knowledge, as teacher and as person;
- . the development of a personal philosophy of education, of a deepening sense of professional dedication and of high morale and enthusiasm, and an acceptance of responsibility for the growth of the profession and the nurturing of new recruits to the profession;
- . the mastery of skills and knowledge needed in new positions and in undertaking new tasks.

13.2 that stimulus to the continuing professional development of teachers be provided through a diversity of activities, including the whole range of self-structured and system-organised, self-initiated and system-initiated, informal and formal, non-award and award activities which can be undertaken by educators to advance their professional development during their working lives.

Such diversity is required to meet the wide range of goals listed in the principle expressed in Recommendation 13.1, to accommodate the heterogeneity of the teaching force and to meet individual and system needs.

It should be stressed that there is no dichotomy between system and individual needs. System needs can be met only through the understandings and behaviours of individual teachers and groups of school staff; individual needs must embrace, although they are not confined to, specific system needs which are accorded current priority. Further, the professional growth of individuals or staff groups can generate new ideas and the introduction of personal initiatives which, in turn, can be recognised as valuable by the system, thus leading to an expansion of system needs.

There exists an abundance of classifications of professional development activities. For example, the NITE Committee (1) distinguished among formal award in-service courses, non-award courses (medium term, short term, short 'once only'

activities) and informal inservice education (such as professional reading, work experience, work with community organisations, home-school liaison).

Evans (2) points out that none of the activities listed actually involves teaching a class or participating in a school development program. He suggests an alternative approach which looks at both the elements in the school setting which are the focus of inservice education and the elements of the inservice education itself, particularly the providers and their functions, before examining the actual and possible linkages between them. The importance of school-based development activities is well documented in the literature (3).

The Board's view is that school-based and school-focused teacher development activities are a significant and essential element in a total approach to staff development. The Board uses the term 'school-based' to indicate activities initiated by the school; by 'school-focused' we mean activities initiated by agencies external to the school but implemented either with a total school staff or with groups of school staff. We recognise the need for area and regional programs, particularly for staff in remote areas and for staff of small schools. The Board notes that there are particular challenges to be overcome if these approaches are to be successful. For example, there is need for a recognition of the importance of the school climate (4); such programs need to be focused rather than adopting a scatter gun strategy (5); and teachers need themselves to be convinced that the school is the most appropriate target for change in education (6). In addition, the high staff mobility in Queensland schools^{*} poses problems. Not only does a school principal face difficulties of continuity in the development of school policies and programs, but the principal himself or herself may not be in the school for a long enough time to follow through developments that he or she has initiated. Finally, a particular challenge is created in Queensland by the number of small schools and their dispersion throughout the state; not only do these schools have a higher than average staff mobility rate but they are also distant from the two major systems' regional offices and from the teacher education institutions which are both important sources of ideas and stimulation. An extension of the number of mutual aid groups and the exploitation of communications technology^{**} can assist in overcoming this problem.

^{*}See Chapter 3, p. 42.

^{**}The piloting of the offering of the ELIC program through Q-Net stations is one such example. The issue of full utilisation of communications technology has been addressed by the 1986 Report of the Queensland Ministerial Advisory Committee on Distance Education.

Stimuli to professional development need to be provided from multiple sources. In addition to the teachers' own reflective endeavours, these include colleagues and school improvement programs, participation as collaborating teachers in preservice programs, systems advisers and system-organised courses (local, district, regional and state), professional associations, education centres, and higher education institutions (both education and non-education departments).

Recognition of the need for a diversity of approaches implies also a recognition of the complementary and interlocking, rather than additive, contributions of these various approaches. As in preservice programs, there are very few cases where a development goal can be achieved best or only through a single approach or activity. As Skilbeck, Evans and Harvey (7) comment:

'A focus on school situations and tasks can be a means of bringing to bear upon concrete, practical problems a very wide range of understandings and skills. However, in a total INSET Program, this focus should be complemented by the provision of learning situations for teachers which take them completely away from the school environment, to residential centres, schools other than their own, tertiary institutions, factories, offices, and so on ...'

Evans (8) highlights the problem of connecting 'teacher education experiences with teacher work experiences in a way which encourages reflection, hypothesis-making, explanation, attempts at change, evaluation and personal insight'. He sees one solution as lying in cooperative planning and development at the school itself. From his point of view, the teacher education institutions should play a very important role in providing the 'generative' knowledge and confidence teachers need to enable them to participate more effectively in the constructive, problem-solving processes of school decision-making. He suggests that school-based decision-making may benefit greatly from the technical support that may be derived from teachers' participation in formal courses in such areas as curriculum planning and development, school and curriculum evaluation, research skills and studies of group dynamics and group processes. The CTEC/CSC review of teacher education reaches a similar conclusion (9).

There is one further aspect of this interdependence. As the 1978 Bassett Committee noted:

'In-depth courses should provide an orderly conceptual basis for practical programs. Functional activities, in concentrating on problems and tasks of immediate concern to teachers, should

increase awareness of the relevance of the theory, as well as having intrinsic and immediate practical value.' (10)

It should be noted, however, as Griffin (11) observes, that although the problem-solving orientation to staff development in schools is most commonly situation-specific (a 'putting out fires' approach), this need not be so; school level development activities can be future- as well as present-oriented, if there is systematic attention to providing structures for a problem-solving approach.

One might reasonably predict that if a teaching force had access to a diversity of inservice activities which were perceived by the teachers as relevant and useful, and which were well-validated and research- and theory-based, these teachers would be most likely not only to involve themselves in such activities but also to pursue self-structured and self-initiated routes to enhanced competence. Among the latter would be included active membership of professional associations, professional reading, reflective consideration of their professional activities and, perhaps, action-research in their own classrooms, schools and communities.

In this review of the diversity of activities which foster the continuing professional development of teachers, we would draw attention to the strong community support evidenced in the submissions we received for periodic alternative work experiences for teachers. If the present economic climate continues, this will require cooperation between school employing authorities and employers in the wider community; it cannot be left to chance.

13.3 that, as members of a profession, teachers collectively and individually recognise that they bear the ultimate responsibility for their ongoing professional development;

that systems and employing authorities recognise their complementary responsibility of ensuring that teachers are able to participate in appropriate inservice opportunities, especially when system initiatives are proposed and, later, introduced.

The pace of change in society, in schooling and in governmental priorities for schooling has been marked, as we saw in Chapter 3. Griffin (12) in his writing referred to the 'innovation-laden' decade of the seventies in the United States; this has been at least equally the case in Queensland. In some ways, particularly as a result of the press to try to achieve new priorities, this has led to what might be seen as a relative overemphasis on the provision of inservice programs and a relative underemphasis on the concept of the continuing professional development of teachers to meet the variety of goals outlined in the discussion of

Recommendation 13.1. The focus has tended to be on specific curriculum elements and on specific target groups.

Views about inservice teacher education will depend to a large extent on views about the nature of the teaching work force. If teachers are seen as minimally qualified there will be adoption of an 'inservice training' model in which it is the responsibility of school authorities to ensure that further courses and activities are provided to enable teachers to cope with whatever changes are made in what is required of them. If, however, teachers are seen as professionals who take responsibility for the services they are delivering to their clients, there will emerge a 'professional development' model in which teachers as professionals seek access to a wide range of avenues by which to pursue their own professional growth and through which to meet the emerging requirements of their individual roles or career aspirations.

Many recent reports (see Appendix IV, pp. 5-7) seem to be based on an instrumental view of teachers and teaching. Such a view of the teaching task leads their writers to see inservice education as further 'training' needed to keep teachers up to date with changes in the content or methodologies required by school authorities as they strive to improve educational outcomes. The UK report on *Teaching Quality* (13) for example says:

'... the employers ... must bear the primary responsibility for providing inservice training - including school-based training - to meet the changing needs of the school system.'

In similar vein, the Quality of Education Review Committee in Australia sees inservice education as serving a number of purposes:

'Among [these] are: the introduction of new syllabuses or curriculum guides; the induction of new teachers; improvements in areas of skill and knowledge seen to be deficient; increasing knowledge in particular subject areas; developing new teaching approaches to the needs of particular groups of students; and upgrading qualifications.' (14)

The recent CTEC/CSC review (15) shares this perspective. It states its belief that the need for professional development is greater now than it was ten years ago. However, the reasons advanced for this belief are limited to: changes in career patterns due to changes in the demand for teachers; changes in curricula; the emergence of new priority areas; rapid social, economic and technological change;

the greater diversity of the student population; changes in family structures; increased knowledge about how children learn; and broader responsibilities in curriculum development and pupil assessment.

System needs must be met and employing authorities do have responsibility for providing appropriate assistance for teacher development when system needs change. However, acceptance of this responsibility without an acceptance of the accompanying responsibility of the teachers themselves does little to advance the concept of teaching as a profession. Rather, it is likely to lead to an undue emphasis on issues such as the relative contribution by teachers and by employers of inservice time*. Acceptance of the responsibilities of both parties, within an overall conception of the nature and goals of teacher development, would perhaps lead to a non confrontationist solution to this problem.

The context for considering questions about inservice teacher education as we move towards the closing decade of the twentieth century must therefore be one which recognises the staff of a school as a team of professionals working together to provide educational services to their clients within the community served by their school. Professionals may be expected to take responsibility for their own continuing professional development, both individually and as members of a school team, under the leadership of the principal and senior staff, as they seek to address emerging needs and challenges in their professional roles.

13.4 that inservice providers at all levels establish mechanisms for collaboration such that -

- . cooperation among providers is fostered,
- . an appropriate balance of activities is available,
- . award and non-award programs reinforce each other, and
- . appropriate non-award activities are designed in such a way that they may be used in gaining credit towards an academic award**.

*e.g. see Australian reports summarised in Appendix IV.

**This issue is addressed in the discussion of Recommendation 13.12.

Given the diversity of approaches to inservice teacher education which does and should exist, there arises the problem of **coordination and coherence**. Providers of the various forms of inservice education need to see the place of their courses and other activities within the wider framework of the totality available. They need, also, to make explicit to teachers the particular contribution that might be expected of their program and the links between their offerings and those of other providers. If this could be achieved then there might be a higher likelihood than probably exists at present of each teacher pursuing a sequential and progressive path towards increasing competence.

The need for coordination among providers has been emphasised in the state and national reports on teacher education, by Coulter and Ingvarson and, most recently, by the CTEC/CSC review (see Appendix IV, p. 7). Coulter and Ingvarson point to a particular need:

'... effective coordination of roles and responsibilities for inservice education is dependent upon a clearer delineation and acceptance of responsibilities by the major parties involved.' (16)

The Quality of Education in Australia Review and the Commonwealth Schools Commission's Review of the Specific Purpose Programs (17) also comment on the need for better coordination in Commonwealth programs which involve funding for professional development. The CTEC/CSC Review notes these comments and concludes that:

'the most effective means of improving inservice education ... is to use the resources available at any one time on a planned national basis which takes account of the priorities of all the major participating groups ...' (18)

Similarly, in its discussion of 'post-experience' teacher education (which is defined as a category separate from 'inservice') the CTEC/CSC Review comments on the fact that there has been no mechanism for formal coordination at the Commonwealth level in relation to teacher education matters. It also refers to doubts about the adequacy of arrangements for coordination between the Commonwealth and the states and territories and among the various parties involved in the teacher education process at the state and territory level, including higher education institutions and education departments. Coulter and Ingvarson had recommended the establishment of a joint committee on teacher education, representative of the two Commonwealth Education Commissions, state and territory employing authorities, and national teacher and parent organisations (19).

Within the state, the need for coordination exists among all providers of inservice education. The demise of the Queensland Inservice Education Committee (QINSEC), following the Federal budget of 1986, means that new channels of cooperation in inservice activities will need to be established between the major employing authorities. As we saw in the summary of views expressed in *Project 21* submissions and at the public meetings, there were frequent criticisms of the lack of coordination in the planning and offering of inservice programs.

The foregoing paragraphs relate to one aspect of coordination, that is, coordination among planners and providers of inservice programs. There is a further aspect. For the individual teacher, if professional development is indeed to be a continuous process, the various activities in which he or she is involved need to have some degree of coherence; to provide some degree of sequential growth in knowledge and skills; and to give him or her the ability to control increasingly complex situations and to achieve deeper understandings of educational issues. The teacher's ongoing inservice education could then be said to be coordinated, the successive elements combining harmoniously into a holistic process of continuing professional growth.

Coordination, as it relates to resources, would suggest the need for collaboration, cooperation and consultation between schools and providers, and amongst providers, to make the best use of the expertise and facilities that can be brought to bear. There may not be a single best solution that will apply equally well to all schools or in all areas. Rather than attempting to fit all inservice education into defined categories, programs, or institutions and rationalising, amalgamating and avoiding duplication, there should rather be encouragement of variety, flexibility, individuality and innovation.

13.5 that teachers, employing authorities and the community at large recognise that contextual and organisational features of schools, as well as the professional development of teachers, will determine the effectiveness of schools.

There is a strong emphasis in the literature on the particular dependence of the success of frequent comment on the failure of systems to ensure, firstly, that the introduction of innovations is preceded and accompanied by appropriate staff development programs and, secondly, that appropriate support is provided to staff during the implementation phase (20).

However, the relationship between school changes and staff development is a reciprocal one. The preceding comment emphasises the dependence of effective

innovation and of quality of education on staff development. The reverse dependence, not as widely emphasised, is expressed by Evans (21):

'Attempts at teacher development in a context that does not also change are likely to be, at best, unrewarding and, at worst, frustrating and disruptive.'

Thus, teacher development has also to be viewed in the context of structural and curriculum development. That is, teacher professional development alone cannot ensure improvements in education: it must be accompanied by program or curriculum and structural or organisational reform.

There is a need, too, if they are to face the challenge of continuing new demands by acquiring new skills and competencies, for teachers to feel some sense of achievement and some sense of having an influence on development.

'During the last two decades, school systems generally, and urban districts in particular, have had the benefit and the burden of a large number of new programs. At times it has seemed that everyone inside or outside the field of education is an expert in education, or thinks himself or herself so, or at least has one great idea. School staff members are weary of the proliferation of programs and leery of any new innovation or training effort. They have tried new materials, new methods of presentation, new grouping procedures, new promotion guidelines, and new assessment devices. They have received training of every kind imaginable. They will keep trying, but they need some victories or at least greater control of their professional lives.' (22)

- 13.6 (a) that there be recognition that following participation in inservice activities teachers need access to adequate support services to help them incorporate new behaviours into their ongoing teaching activities.

The provision of such support provides evidence of the commitment of the employing authorities to the accomplishment of the objectives for staff development.

- (b) that the further professional development needs of the support staff be recognised.

Howey and Vaughan (23) have included this as one of the six principles which they see, on the basis of the available evidence, as the most crucial factors to be considered in staff development, particularly to counteract the individual isolation and programmatic fragmentation that often exist in schools. Griffin (24) also emphasises this need:

'Even the simplest of human organisations usually find the need for internal mechanisms, resources, and technologies to carry their work forward. Schools are not different. Human and material resources are necessary to advance effective teaching and learning. ... It is the purposeful distribution of resources towards some desired end that is the hallmark of a support system.

The attention given to support systems by persons engaged in staff development is essential. This attention is characterised by an acknowledgement of both availability and accessibility as well as by a receptivity to the notion of redistribution of resources.'

The CTEC/CSC Review (25) describes necessary support structures and personnel as including: release from classroom responsibilities and replacement to attend inservice programs; pupil-free days for school-wide inservice, follow-up and extension activities; advisory and consultancy services to provide reinforcement and feedback in the classroom; and strong indications to individual teachers of the commitment of schools and education authorities to the objective of an overall staff development strategy and plan.

The Board notes that one of the strengths of programs such as the Early Literacy Inservice Program lies in the positions of tutor teachers who not only present the series of workshops to teachers but also visit them in their classrooms weekly throughout the program.

Consultants and advisory staff play a key role in assisting teachers to develop further their professional competence. These staff also need to continue systematically their own professional development; moreover, the principles we have enunciated as underlying the effective continuing development of teachers apply with equal force to these advisers.

They, too, need to be students of the society and of the education system and its broad directions; they need, particularly where their specialities are in areas of rapid development (for example, the theories of second language teaching, technology and its uses in education) to continue to advance their specialised knowledge; they need to understand the clientele of contemporary schools and to

be knowledgeable about how, within their area of advice, they can help teachers to help all pupils to learn and to develop; they need to have knowledge of the pedagogical learnings of teachers in preservice and in inservice programs.

- 13.7 (a) that principals continue to provide leadership in school and staff development, through active involvement in inservice activities, and through creating an environment which encourages staff participation in inservice activities, reinforces new learnings and understandings and supports implementation of change in the school;
- (b) that appropriate professional development programs be available to all principals and associate administrators.

In spite of the problems created by staff mobility to which we alluded earlier*, it must be regarded as a particularly important responsibility of each principal at the beginning of each school year to review the professional development needs of his or her staff, collectively in terms of the needs of the school as well as individually, and to help them to formulate appropriate plans for their professional development for the year.

The environment created by the principal in larger schools with the support of the administration team, determines in large measure the morale of the staff and the priorities they attach both to school improvement and their own continued professional development. This leadership role may be facilitated by the appointment to staff of professional tutors (26) or supportive counsellors (27) or master teachers, but such appointments can serve their purpose well only if they have the informed and enthusiastic support of the principal.

It has been suggested by some commentators that, for this role to be enacted, principals must have allocated to their schools discretionary funds for inservice education (28).

If principals are to exercise this leadership role, it is clear that they themselves need to engage in appropriate professional development. It is reasonably common for systems to offer development programs to principals, either before or after

*p. 122

their appointment. In a study of Australian principals, Chapman (29)* found that specific study in administration had been undertaken by 25 per cent prior to appointment and by 31 per cent following their appointments. Such study could be regarded as essential for principals. More, however, is also required. The Chapman study showed that 80 per cent of principals indicated that they had continued their formal study. Just over half of these 80 per cent had completed, as their highest post-initial tertiary qualification, bachelors degrees or graduate or advanced diplomas; over a third had completed diplomas or other awards and only one in ten had an honours bachelors degree, a masters degree or a doctorate. These figures suggest that there needs to be some reassessment by the principals of the requirements of the leadership role and perhaps greater encouragement by the employing authorities to principals to engage in advanced study.

13.8 that participants in staff development programs be involved, where appropriate, in the determination of goals and objectives, programs and procedures, and evaluation of outcomes.

We believe that forces likely to constrain perceptions of the relevance of inservice education activities need to be recognised. Participation by teachers in the planning and evaluation of programs will greatly enhance their commitment to and their perception of the relevance of these programs.

Two comments from the literature serve to highlight the critical importance of this principle. Rankin, from the Office of Research Planning and Evaluation in the Detroit Public System, in his contribution to the 1983 NSSE Yearbook, *Staff Development*, wrote:

'School people are tired of new programs; they have seen too many failures and false starts. They sometimes resist participation in training because they have been let down before. Most of them are hardworking, dedicated, unthanked and increasingly maligned professionals. My hunch is that, if the goal is better teaching and learning, school improvement efforts that feature participant-designed or participant-requested staff development programs are more promising than continued dependence on top-down, system-wide, objective-based inservice education.' (30)

*Her study was conducted with a sample of 20 per cent of all schools in Australia; the response rate was 62 per cent.

Coulter and Ingvarson (31), in proposing their recommendations about the future operations of the Commonwealth Professional Development Program, included as one of the principles which guided their recommendations:

'the view that there is room for greater teacher participation at all levels in policy-making and decisions about their own professional development, if the degree of commitment from teachers and teachers' organisations necessary for its effectiveness is to be generated. Inservice education is not something that is done to teachers. It is a vehicle for enhancing the autonomy and professional self-esteem of teachers, as well as a means of improving the level of teaching skill and competence.'

13.9 that inservice education providers, teacher organisations, teachers, school authorities and the community seek to maximise teacher participation in inservice activities.

As we saw in the preceding discussion, involvement in planning is seen as a major stimulus to participation. It is clear also from our earlier discussions in this chapter and in Chapter 2 that the level of participation will be a function of the professionalism of the teaching force and of the degree to which and the manner in which that professionalism is recognised by the employing authorities and by the community. One aspect of such recognition might well be the adoption, as one criterion for promotion, of participation in and profit from formal and informal inservice activities.

It is not possible to secure comprehensive data on levels of teacher participation in non-award activities.

The reduction of Commonwealth funding and its effects are the subject of comment in the Report of the Commonwealth Schools Commission's Working Party on Special Education on *Commonwealth Policy and Directions in Special Education* (1985) (32).

The CTEC/CSC Review (33) reached similar conclusions:

'Despite increased expenditure by some states and territories in recent years, in aggregate there has been a decline in the overall provision of inservice education in Australia ...

The reduction in Commonwealth funds and the decision by the Government in 1984 that funds for professional development were

to be used to support objectives in education determined at the Commonwealth level posed problems for most education authorities.'

The state Department of Education Annual Report for 1986 indicated that by the end of that year over 2,000 preschool and junior primary classroom teachers would have undertaken the ELIC program and it projected that by the end of 1987 up to 6,000 teachers and administrators concerned with children's early literacy would have participated. Programs such as ELIC may well offer the basis on which there could be acceptance by higher education institutions of the principle of credit towards an award of some non-award courses.

There are some data on participation in formal inservice award courses in Queensland. The Board's annual reports provide information on enrolments in various inservice education award courses in Queensland. While these enrolments may include students other than teachers, the vast majority could be expected to be teachers. However, no data are available on enrolments of teachers in non-education award courses, nor on Queensland teacher enrolments in award courses offered in the other states and territories.

The 1978 Bassett Report indicated that, in that year, of a total teaching force of 24,299, enrolments in inservice education award courses totalled 4,646; this represented 19 per cent. The percentages of those registered teachers in the work force who were enrolled in such courses fell from 1980 to 1985, with a slight increase in 1986 as indicated in Table 10.

During the 1980-1985 period, new enrolments in such courses also fell, from 2,472 (or 9 per cent of the teaching force) in 1980 to 1,382 (or 4 per cent) in 1985. There was, however, a slight increase in 1986 to 1,614 teachers (5 per cent).

Table 11 presents data on the patterns of new enrolments for the period 1980 to 1986.

When courses were introduced in the 1970s to permit teachers to upgrade their qualifications to a Diploma of Teaching, response was quite high, a response which was maintained in 1980, 1981 and 1982. With the withdrawal of the upgrading course, one- and two-year 'trained' teachers were able to enrol in an extended Bachelor of Education course.

Table 10: Enrolments in Queensland inservice education award courses as percentages of practising teachers, 1980-1986

	NUMBERS ENROLLED	TOTAL TEACHING	PERCENTAGE
1980	5,756	27,244	21
1981	5,628	27,947	20
1982	5,151	29,110	18
1983	4,500	30,839	15
1984	4,270	32,007	13
1985	4,314	33,418	13
1986	4,692	34,601	14

Enrolments in the Bachelor of Education degree courses at the colleges of advanced education are governed by the number of places available, a matter of grave concern to the Board. As we indicate in Chapter 8 (p. 144) there were Bachelor of Education places at Brisbane College of Advanced Education in 1987 for only just over a quarter of the applicants; the position is even worse than that suggested by these figures, as many teachers, knowing the difficulty of securing a place, do not make application. Scrutiny of Appendix IV (p. 7) will show that the resource issue (for the full range of inservice activities) has been addressed by all the major recent Australian reports on teacher education. In the Board's recent evaluation of the Bachelor of Education program (34), it was ascertained that there was a great range of teaching experience among teachers who enrolled in the Bachelor of Education for the first time in 1985: 63 per cent had taught for six or more years, and only 12 per cent had fewer than three years' teaching experience.

Enrolments in the graduate diploma courses* indicate a relatively stable pattern since 1983, with almost 500 initial enrolments in 1986. The areas of greatest popularity are special education, religious education, educational administration and teacher librarianship. The graduate diploma in computer education was introduced in 1984 and can be expected to be highly attractive to teachers.

*There is further discussion of graduate diplomas in the presentation of Recommendation 13.12.

Table 11: New enrolments in inservice teacher education courses 1980-1986 as at 30 April each year

Course/Institution	Commencing Students							Total Commencing Students
	1980	1981	1982	1983	1984	1985	1986	1980-86
A. Diploma of Teaching								
BCAE (ECE)*	23	13	23					59
BCAE (Prim./Sec.)	236	227	165	1				629
BCAE (TAFE)	113	30	15	10	4	5	2	179
CIAE (Primary)	9	21						30
DDIAE (Primary)	91	42	32	40	55			260
McAuley (Primary)	148	44	82	30	17			321
TCAE (Primary)	79	39		1				119
Total: Diploma of Teaching	699	416	317	82	76	5	2	1,597
B. Bachelor Degree Courses								
BCAE - B.Ed.(Prim.))		68	63	69	55		)	
BCAE - B.Ed.(Prim./)	605						) 552	3,593
BCAE - B.Ed.(Prim./)		576	405	419	411	370	)	
CIAE - B.Ed.(Prim.)	55	52	24	39	25	24	56	275
DDIAE - B.Ed.(Prim.)	179	130	87	63	73	94	133	759
McAuley - B.Ed.(Primary)						36	29	65
JCUNQ - B.Ed.(Primary)	156	118	114	136	103	121	106	854
JCUNQ - B.Ed.**	4	2	4	3		1		14
UQ - B.Ed.St./								
UQ - B.Ed.St.(Hons)	343	242	211	206	196	177	97	1,472
Total: Bachelor Degree Courses	1,342	1,188	908	935	863	823	973	7,032
C. Graduate Diploma Courses								
BCAE - Music Ed.	14	20	14	13	16	10	12	99
BCAE - Ed.Admin.(Schools)		32	26	24	16	16		114
BCAE - Multicultural Ed.					14			14
BCAE - Reading	19	23	14	7	24	17	36	140
BCAE - Religious Ed.	37	24	17	9	14	18		119
BCAE - Teacher Librarian	46	33	34	40	38	35	37	263
BCAE - Resource Tchng	11				15	13	12	51
BCAE - Special Ed.	68	69	85	69	58	55	55	459
BCAE - Ed.Admin.(TAFE)	57		16		9	11	1	94
BCAE - Second Lang. Tchng				23	13	15	22	73
BCAE - Computer Ed.					42	82	85	209
BCAE - Communic. Tchng						10	10	20
DDIAE - Except. Children	5	23	28	23	29		37	145
DDIAE - Education (Tert.)	8	4	26	22	34	37	29	160
DDIAE - Ed.Admin.	13	17	17	18	22	27	28	142
JCUNQ - Aborig. Is. Ed.**	9	18	9	12	17	5	6	76
McAuley - Religious Ed.	36	27	130	93	58	78		422
UQ - School Counselling	35	25	27	27	16	22	30	182
JCUNQ - Special Ed.	10	15		11	11	11	13	71
Total: Graduate Diplomas	332	339	340	428	481	442	491	2,853

Table 11: (cont)

Commencing Students								Total Commencing Students
Course/Institution	1980	1981	1982	1983	1984	1985	1986	1980-86
D. Masters Degree Courses								
BCAE - M.Ed. (Maths Ed.)	2	10	3	4	1	8	7	35
JCUNQ - Masters Qual.	2				2		1	5
- M.Ed.	18	5	22	9	15	15	56	140
- M.Ed.(Hons)	2	2	2		3		3	12
- M.Ed.(Spec.Ed.)	11	2	5	2	2	5	5	32
- M.Ed.(Hons)(Spec.Ed.)			2	1			1	4
UQ - M.Ed.	2	12	8		1	2	2	27
- M.Ed.Admin.	6	29	17	14	14	19	17	116
- M.Ed.St.	47	88	43	53	46	52	39	368
Total: Masters Degrees	90	148	102	83	84	101	131	739
E. Doctoral Degrees								
JCUNQ - Ph.D. in Ed.	1	1	7	2	1		6	18
UQ - Ph.D. in Ed.	8	11	21	3	7	11	11	72
Total: Doctoral Degrees	9	12	28	5	8	11	17	90
Total in-service	2,472	2,103	1,695	1,533	1,512	1,382	1,614	12,311

* Includes Brisbane Kindergarten Teachers College 1980

** Includes Townsville College of Advanced Education 1980, 1981

Finally, the small but significant enrolments in masters and doctoral degrees should be noted; over the seven-year period, over 700 persons have commenced studies in masters programs, the most popular being the Master of Educational Studies at the University of Queensland.

The Board's evaluation of the Bachelor of Education included an attempt to discover why some teachers did not seek to enrol in these courses. The major reasons reported were situational factors such as lack of time to undertake further studies and commitments to family, colleagues and pupils. A major problem facing teachers who engage in part-time studies is the pressure created by trying to balance teaching and study (35).

Significant numbers of teachers pursue their further studies by studying in the external mode, some by choice, others of necessity. It is to be hoped that the full utilisation by higher education institutions of the new information technologies will facilitate such study and enhance its effectiveness, leading to a reduction in withdrawal rates. Already significant work is being done in this area by higher education institutions, by TAFE and by the Education Department. The latter, for example, transmits ELIC through Q-Net and also 'The Club' which offers professional development programs to teachers in remote areas, especially those in the early years of their service. TAFE, in 1987, is offering four hours of transmission time per week; teachers as well as general community members can take advantage of these courses. Queensland universities and colleges of advanced education are planning a coordinated approach to the use of Q-Net in 1987, with Brisbane College of Advanced Education being at the forefront of innovative program design and development; 90 per cent of the programs emanating from BCAE are live and interactive.

The Board has noted the recommendations of the *Effectiveness and Efficiency in Higher Education Review* (36) that the smaller provincial institutions should become principal providers of external studies courses. The Board's view is that each institution has its own expertise and unique character and many students identify with particular institutions when making the decision to undertake external studies. Within sensible limits, freedom of choice for intending external students is an important principle which should not be lightly swept aside. Furthermore, the Board's commitment to a minimum four-year program of initial teacher education, with experience intervening between the preservice phase and the final year's study, argues the need for each teacher education institution to plan a coherent program of studies across the four years*. Since many of the teachers

*See Chapter 6, Recommendation 7.3.

will need to complete their course externally it is vital that each institution be able to offer the final year of studies in this mode.

13.10 that teachers have access to a wide range of inservice and continuing education activities, these to include activities based at school, district, regional and state levels as well as formal award courses.

One of the major determinants of participation is access. We have raised above the question of access to formal award courses. The facilitation of access needs also to be addressed in non-formal award courses and in the entire range of informal activities. The implementation of Recommendations 13.3 to 13.8 above would enhance both access and participation.

The Board wishes to draw attention to one particular aspect of access. Staff development must be viewed as an incremental process requiring continuing follow-up and feedback; one-time activities may not be effective in changing teacher behaviours. The secure achievement of new insights and knowledge and the development of enhanced competencies at the inservice stage require the same spiral approach to the curriculum as initial teacher preparation.

The Board, noting the unique opportunity afforded by the availability of the satellite, urges all inservice providers to continue to exploit fully the potentials of communication technology and to remain alert to the new possibilities that are likely to emerge.

13.11 that inservice providers ensure that due recognition is paid to the individuality of teachers, to their perceived needs, to their preferred learning styles.

This principle seeks the application to inservice courses for teachers of a major pedagogical maxim which has relevance to all areas and levels of education. The principle, as it applies to teachers, has perhaps been most clearly explicated by Griffin (37):

'Educators are not all alike. They do not perceive their responsibilities in carbon-copylike fashion. The people are not stamped from the same template. They do not move through life experiencing the same sets of sensations, thoughts and stimuli. And, important to this discussion, they do not enter the teaching profession with the same or necessarily similar expectations for

acting out their roles even when the labels given to those roles are identical.

...

Human interactions regarding staff development occur across and within constituencies, institutions, and roles. These interactions, naturally, have different purposes, different central activities, and different outcomes. The character of the interactions ... is influenced by who is interacting with whom ... and the contexts within which the interactions take place. The nature of the interactions, for our purposes, is defined by an intentional activity designed to promote professional growth of school people.

The participants in the interactions, it must be remembered, will often have different perceptions regarding that purposefulness. Some people will initiate an interaction, some will be unwilling participants, and some will be enthusiastic seekers of staff development opportunities. This suggests that it is not only the nature of the interaction (for example, participation in a workshop) that is the predictor of outcomes but the nature of the participants (and their attendant values, beliefs, and predilections) in the interaction as well.'

13.12 that there be reconsideration by funding agencies, by councils, faculty boards and boards of studies of teacher education institutions, by teacher educators and by employing authorities of the contributions teacher educators might make to the continuing professional development of teachers.

Teacher educators already make major contributions, through their degree and postgraduate degree courses, through staff involvement with schools and teachers, and staff membership of professional associations and, to a lesser extent, through their continuing education programs. We have already noted the critical role played by teacher educators through their provision of formal courses which make available to teachers the generative knowledge which provides the underpinning to their practices.

If the relationships between teacher education institutions and employing authorities were to develop along the lines proposed in Chapter 6 and if the staff policies in the former took due accord of the significant involvement in the preservice program by school staff, the way would be open for teacher educators

to increase further their contribution to teacher development, through their collaborative roles with schools.

Recent reports (see Appendix IV, p. 6) have called for a greater involvement by teacher educators in non-award inservice activities and for teacher education institutions to credit, towards their awards, some of the non-award inservice activities undertaken by teachers. The CTEC/CSC Review (38) has addressed this issue at length:

'The Review has noted that much of the work of implementing major inservice initiatives such as ELIC is being undertaken by education systems and authorities, with only limited involvement from tertiary institutions concerned with teacher education'. This is a significant example of the limited cooperation and coordination between education authorities and teacher training institutions in the provision of inservice education. ...

The Review believes there are pressing reasons relating to both effective allocation of scarce resources and maximising the use of educational expertise, for there to be more active participation by tertiary institutions in inservice developments. This should include planning and research into appropriate teaching approaches and their practical application, the provision of inservice courses, and establishing a basis which would permit credit towards a formal award to be granted for successful completion of such courses. The Review advocates that sustained efforts to develop more productive coordination between the school and tertiary sectors be made in the planning, development and implementation of future programs of this kind.

... the Review proposes that the two Commissions explore with employing authorities and higher education institutions how new forms of inservice education, including those directly related to Commonwealth areas might be developed on a contractual basis with higher education institutions as providers.'"

"The Board notes that in Queensland there are examples of such involvement, e.g. in the Educational Leadership Program.

"Authors' emphasis.

The success of employer-sponsored inservice programs such as Excellence in Teaching and the Early Literacy Inservice Course (ELIC) (39) has led to calls from teachers and others for the higher education institutions to give credit for such activities towards degree or graduate diploma awards. The National Inquiry had suggested that:

'tertiary institutions should approve and offer credit for the completion of short or medium term professional courses which include an acceptable assessment, and enable teachers to gain cumulative credit - including cross credit - towards an appropriate academic qualification.' (40)

Clearly, in order to satisfy both the institutions' academic standards and the teachers' needs, there would have to be pre-planning for such arrangements, rather than retrospective granting of credit. It might be possible, for example, to create a program made up of an intensive vacation school or series of workshop sessions which would be of interest to a number of teachers, some of whom were also interested in working towards an academic award. If there were prior consultation between the group planning to organise the workshop and the tertiary institution(s) in the region, it might be possible to add some further reading, if necessary, and an assessment assignment to the workshop for those seeking academic credit.

Similarly, if there could be negotiated some greater flexibility in the rules relating to the funding of higher education institutions and the calculation of student load, it might be possible for many teachers to take part in some aspects of their courses without formally enrolling for an award.

There have been calls also for some modification by teacher education institutions to their procedures which have a particular impact on those studying in the part-time mode, the form of enrolment almost universal among teachers. The National Inquiry, for example, had suggested that the standard term or semester times in these institutions should be modified to avoid placing study demands on teachers which conflict with the demands of their teaching responsibilities, in particular through the wider use of school vacations for programs of varying length. Teachers and others, as indicated in our summary of *Project 21* public discussions and submissions, also asked for procedures which would be more responsive to their situation as part-time evening and external students; this, too, was the request of teachers interviewed in the Board's Bachelor of Education evaluation study (41).

In the light of the above discussion and the Board's proposals for initial teacher education (Chapter 6), the teacher education institutions might give further

consideration to the final (inservice) year of their education degree programs and to their inservice graduate diploma programs.

Given the particular role of the final (inservice) year of the Bachelor of Education or Bachelor of Educational Studies program in providing a more substantial and sophisticated theoretical basis for the practice of teaching than is possible in a preservice course, the question arises as to the degree of specialisation which may be contemplated. The programs offered by the various teacher education institutions encompass a range of course structures, varying in the proportions of core and elective studies.

The 1978 Bassett Committee (42) argued for a focus on curriculum studies appropriate to the teacher's work, evaluation studies, options in educational psychology, further studies in the history, sociology and philosophy of education and comparative studies, presented in a form relevant to the needs of teachers. That Committee cautioned against confusion between the purpose of the final year of degree studies and that of the inservice graduate diploma which is devoted to a specific area of education and which, it felt, should follow the completion of the degree course.

In more recent years, the final year of degree studies has come to be seen as also providing opportunity for teachers to extend their studies at an advanced level in general studies areas and in areas of individual professional interest, providing a variety of possible courses appropriate to teachers with different preservice preparations, teaching experiences, interests and professional aspirations.

In times of financial stringency, institutions have been encouraged to consider providing specialised strands within final-year bachelor degree programs rather than developing additional graduate diplomas. It has also become accepted that some units developed as introductory components of graduate diplomas might appropriately be taken by interested students as professional electives in their final-year degree programs.

There are now three different points at which a teacher may begin to develop a specialisation in a particular curriculum area or area of professional practice such as special education, multicultural education or early childhood education. Some students undertake specialist studies at the preservice stage; others choose to take a specialist strand within the final year of the Bachelor of Education or Bachelor of Educational Studies degree program; still others commence a specialisation by undertaking a graduate diploma.

Given the prime importance of articulation between the preservice and inservice stages of the total bachelor degree program, and given also the opportunities for initial specialisation that can be provided within the degree the Board recommends:

- 13.12.1 that teacher education institutions now implement the 1978 Bassett Committee's recommendation that inservice graduate diploma courses normally be offered only to teachers who have already completed a degree.

The Board feels, in addition, that further review and reappraisal by teacher education institutions of their offerings in postgraduate studies in education, at both postgraduate diploma and masters levels, would be timely. At present masters programs are offered by the University of Queensland and James Cook University of North Queensland and, in the fields of reading and mathematics education, by the Brisbane College of Advanced Education. The four Queensland colleges of advanced education have initiated discussions with a view to introducing, through collaborative action a masters degree in education. These moves, together with the developments reviewed above in the content of graduate diplomas, argue the need for such a review.

- 13.13 (a) that there be careful documentation of the planning, implementation and outcomes of all staff inservice activities,
- (b) that there be systematic monitoring and evaluation of staff development activities by teachers, by principals and by providers.

At this stage, there is inadequate information about the effectiveness of continuing professional development activities. Documentation such as that suggested in the above Recommendation would aid the assessment of effectiveness and would provide guidelines for future activities and priorities.

The CTEC/CSC Review identified the need for the promotion of more effective practices in inservice education. In its May 1986 Report (43), the Commonwealth Schools Commission indicated its intention of mounting in 1987 a detailed study of policies and provisions in inservice education. The Commission stated as the objectives of this policy development project:

- ‘ to describe and analyse existing practices in inservice education in Australia and other countries;

- . to relate the findings of this analysis to the needs of and demands on classroom teachers, including those working with special groups of students;
- . to suggest ways in which inservice education can be better provided for and delivered;
- . to indicate how current funding and organisational arrangements would link into these proposals, and their relationship to developments such as the application of new technologies, with particular reference to their relevance for inservice provisions in remote areas;
- . in particular to consider and provide advice on future program arrangements for Commonwealth support for inservice education including the relationship between the Commonwealth's general recurrent and professional development programs.'

The Board would urge that its conceptualisation of inservice teacher education and the principles which it has recommended be drawn to the attention of the Commonwealth education commissions.

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APPENDIX II

LIST OF PARTICIPANTS (alphabetical by surname)

- Alexander, Dr Don, Department of Education, University of Queensland
Bartlett, Dr Leo, Department of Education, University of Queensland
Benn, Mrs Marilyn, Board of Teacher Registration Secretariat
Berkeley, Mr George, Schools Council, National Board of Employment,
Education and Training
Billett, Mr Stephen, Queensland Bureau of Employment, Vocational and
Further Education and Training
Bishop, Ms Kay, Frawley College, Scarborough (President, Queensland
History Teachers' Association)
Blundell, Mr Peter, Principal, St Agnes' School, Mount Gravatt (Brisbane
Archdiocesan Catholic Primary Principals Association)
Braddy, Mr Paul, Queensland Minister for Education
Brown, Mr Bill, Inspector of Schools, Brisbane-South Regional Education
Office
Brown, Mr Glynn, State Special Schools Principals' Association
Burke, Mr Terry, De La Salle College, Scarborough (Member, Board of
Teacher Registration)
Cawte, Mr John, School of Teacher Education (Kelvin Grove), Brisbane
College of Advanced Education
Clark, Mr Ross, Acting Supervisor of Studies, Peninsula Regional
Education Office
Coll, Mrs Nancy, President, Queensland Council of Parents and Citizens
Associations
Collins, Mr Ray, Regional Inservice Manager, Darling Downs Regional
Education Office
Coman, Dr Peter, Educational Consultant, Anglican Diocese of Brisbane
(Association of Independent Schools of Queensland)
Compton, Mr Les, Principal, Alexandra Hills State School (President,
Queensland State Primary Schools Principals Association)
Connell, Mrs Patricia, Supervisor of Studies (Early Childhood), South
Coast Regional Education Office
Cumming, Professor Alan, Assistant Director (Academic), Brisbane
College of Advanced Education
Cunningham, Ms Debra, Board of Teacher Registration Secretariat

Cusbert, Mr Greg, School of Distance Education, Mount Isa
 de Graaf, Mrs Joan, LOTE Officer (Executive member, Modern Language
 Teachers Association of Queensland)
 Diamond, Dr Pat, Department of Education, University of Queensland
 Doherty, Mr Dennis, Supervisor of Catholic Schools, Catholic Education
 Office, Rockhampton
 Dunne, Mr Leo, Executive Officer, Queensland Federation of Parents and
 Friends Associations
 Dwan, Mr Pat, Principal, St Thomas More's School, Toowoomba
 (Catholic Education Office, Toowoomba)
 Evans, Mr Alan, Supervisor of Studies (Junior Secondary), South Coast
 Regional Education Office
 Everett, Mr Gary, Executive Secretary, Queensland Catholic Education
 Commission
 Flaherty, Mr Brian, Independent Parents and Friends Council
 Fowler, Mr Fred, Assistant Regional Director, Wide Bay Regional
 Education Office
 Fry, Mr Neville, Director, Board of Teacher Registration
 Galbraith, Dr Peter, Department of Education, University of Queensland
 Gardiner, Professor Ron, Faculty of Science, Queensland University of
 Technology
 Garvey, Dr Terry, School of Teacher Education (Kelvin Grove), Brisbane
 College of Advanced Education
 Gibson, Dr Ian, School of Education, University College of Southern
 Queensland
 Gilbert, Assoc. Professor Rob, School of Education, James Cook
 University of North Queensland
 Goodworth, Mr Kevan, Principal, Isis District State High School (Wide Bay
 Region)
 Greene, Mr Geoff, Regional Director, Darling Downs Regional Education
 Office
 Groth, Mr Shane, Queensland Teachers' Union (Member, Board of
 Teacher Registration)
 Hall, Mr Graeme, Principal, Bucasia State School (Mackay) (Member,
 Board of Teacher Registration)
 Hanly, Mr Daryl, State Secondary Principals' Association
 Haslam, Mr Ron, Regional Director, North West Regional Education Office
 Hayes, Mr Keith, President, Creche and Kindergarten Association
 Hedges, Mr Brian, Supervisor of Studies (Junior/Senior Secondary),
 North-West Regional Education Office
 Henderson, Mrs Robyn, Bowen State High School (Northern Region)

Hodgson, Ms Trish, Acting General Secretary, Queensland Association of Teachers in Independent Schools

Holmes, Mr Ron, Principal Education Officer, Brisbane Catholic Education Office

Hopkinson, Mrs Grace, Secretary, Gold Coast Branch, Queensland Council of Parents and Citizens Associations

Jones, Mr Denis, School of Education and The Arts, Gold Coast College of Advanced Education

Kampe, Ms Alison, President, Queensland Association of Teachers in Independent Schools

Kemp, Mr Jeff, Executive Officer, Central Support Services, Brisbane Catholic Education Office

Kidston, Mr Paul, Literacy Project Officer, Department of Education

Kitchen, Mr Tony, Queensland Catholic Education Commission

Klan, Mrs Lee, Pialba State School (Wide Bay Region)

Klich, Dr Zbys, Director, Centre for Professional Development, Lismore

Krause, Mr Jeff, Regional Special Programs Officer, Central Regional Education Office

Kreidel, Mrs Molly, Queensland Teachers' Union

Lawson, Mr Jim, Regional Director, Brisbane-South Regional Education Office

Logan, Mr Lloyd, Department of Education, University of Queensland

Lunney, Mr Keren, Deputy Principal, St Mary's College, Toowoomba (Catholic Education Office, Toowoomba)

Mahon, Mr John, Toowoomba Catholic Education Office

Mahony, Assoc. Professor David, Division of Education, Griffith University

Manitzky, Mrs Jill, Board of Teacher Registration Secretariat

Manning, Mr David, Principal, Stuartholme School, Toowong (Vice President, Association of Independent Schools of Queensland)

Matheson, Mr Ian, Director-General of Education (Queensland)

McDonald, Mr Neville, President, Brisbane Archdiocesan Catholic Primary Principals Association

McFarlane, Ms Lesley, Research Officer, Queensland Teachers' Union

McGaw, Mr Ian, Bureau of Employment, Vocational and Further Education and Training

Meade, Professor Phil, Division of Education, Griffith University

Meere, Dr Peter, McAuley College

Miles, Mr Ian, Inspector of Schools, Central Regional Education Office

Miller, Mr Steve, Regional Director, Northern Regional Education Office

Millis, Mr Brian, Principal, Christian Heritage College, Mansfield

Morris, Mr Jeff, Professional Officers Association (Member, Board of
 Teacher Registration)
 Muldoon, Miss Merline, Principal, Royal Children's Hospital School (Chairman,
 Board of Teacher Registration)
 Mullaly, Mr Allan, Executive Officer, Christian Schools Association of
 Queensland
 Munro, Ms Gillian, Deputy Principal, Palm Beach-Currumbin State High
 School (English Teachers' Association)
 Nugus, Mr Ivan, Wilsonton State School, Toowoomba (Darling Downs
 Region)
 O'Donahue, Mr John, Principal, Strathpine State School (Queensland
 State Primary Principals Association)
 Panuccio, Ms Sue, Australian Early Childhood Association
 Peacock, Mr Bob, Principal, Trinity College, Beenleigh (Brisbane
 Archdiocesan Catholic Secondary Principals Association)
 Pearson, Mr Bob, School of Teacher Education, Christian Heritage College
 Perry, Dr Rosemary, Supervisor of Studies (Early Childhood),
 Brisbane-North Regional Education Office
 Pettitt, Professor Tony, School of Mathematics, Queensland University of
 Technology
 Porter, Professor Paige, Faculty/Department of Education, University of
 Queensland
 Price, Dr David, School of Education, University College of Central
 Queensland
 Riddell, Ms Ann, Consultant, NSW Department of Education, seconded to
 Centre for Profesional Development (Lismore)
 Robertson, Dr Ken, Assistant Director-General (Studies), Queensland
 Department of Education
 Rose, Miss Hilda, Assistant Regional Director, Brisbane-North Regional
 Education Office
 Ryan, Mr Barry, Aspley State High School (President, Science Teachers
 Association of Queensland)
 Sachs, Dr Judyth, School of Education and The Arts, Gold Coast College
 of Advanced Education
 Schramm, Mr Trevor, Director, Division of Personnel Services,
 Department of Education (Member, Board of Teacher Registration)
 Schwede, Mr Kevin, Wynnum State High School (Queensland History
 Teachers Association)
 Scriven, Mr Bruce, Extension Services, Brisbane College of Advanced
 Education
 Sharwood, Dr John, Director, Office of Higher Education
 Short, Mr John, District Inspector, Brisbane-South Regional Education Office

Skilton, Mr Ron, School of Education, University College of Southern Queensland

Smith, Ms Debra, Wavell State High School (Vice-President, Science Teachers Association of Queensland)

Smith, Professor Richard, School of Education, James Cook University of North Queensland

Sparshott, Mr John, Bureau of Employment, Vocational and Further Education and Training

Spreadbury, Ms Julie, School of Teacher Education (Carseldine), Brisbane College of Advanced Education (English Teachers Association)

Stallard, Ms Mary, Assistant Principal Junior Primary, Birkdale South State School (Brisbane-South Region)

Sullivan, Mrs Robyn, Director of Studies, Northern Regional Education Office

Tabulo, Mrs Barbara, Rockville State School, Toowoomba (Darling Downs Region)

Thomas, Dr Paul, School of Teacher Education (Kelvin Grove), Brisbane College of Advanced Education

Toohy, Mr Jim, Primary Staffing Officer, Catholic Education Office, Toowoomba

Wallace, Mr Roy, Managing Director, Department of Employment, Vocational Education, Training and Industrial Relations

Ward, Ms Vicky, Principal, Soubirous College, Scarborough (Brisbane Archdiocesan Catholic Secondary Principals Association)

Wark, Mr Pat, Representative, South-Western Region

Webb, Mr John, Harristown State School, Toowoomba (Darling Downs Region)

Whelan, Mr Ian, School of Education, University College of Central Queensland

White, Mrs Barbara, Deputy Principal, Rasmussen State School (Member, Board of Teacher Registration)

White, Mr Roger, ASLLP Coordinator (Vice-President, Modern Language Teachers Association of Queensland)

Whittaker, Mrs Susan, Director, Early Childhood Services, Creche and Kindergarten Association

Wilson, Mrs Patricia, Co-Director, Centre for Professional Development, Lismore

Woolley, Mr Ron, Chairman, Christian Schools Association of Queensland

Yarrow, Mr Bill, President, Professional Officers Association

APPENDIX III

MEMBERSHIP OF CONFERENCE PLANNING COMMITTEE

Dr D. Price (Chairman),
Head, School of Teacher Education, University College of Central Queensland

Mr N. Fry,
Director, Board of Teacher Registration

Dr T. Garvey,
Senior Lecturer, Department of Education Studies, Kelvin Grove Campus,
Brisbane College of Advanced Education

Mr G. Hall,
Principal, Bucasia State School

Mr P. Kendal,
Senior Lecturer, Department of Humanities, Carseldine Campus, Brisbane College
of Advanced Education

Mr L.D. Logan,
Lecturer, Department of Education, University of Queensland

Mr S. McKenzie,
Coordinator of Inservice Education - Secondary, Department of Education

Dr J. Sachs,
Senior Lecturer, Faculty of Education and The Arts, Gold Coast College of
Advanced Education

Mr J. Schmidt,
Senior Lecturer, Department of Languages and Literature, Mount Gravatt
Campus, Brisbane College of Advanced Education

Mr D. Watson,
Assistant Secretary, Queensland Association of Teachers in Independent Schools

Ms D. Cunningham,
Education Officer, Secretariat, Board of Teacher Registration

APPENDIX IV

MEMBERSHIP OF INSERVICE WORKING PARTY

Professor P. Meade (Chairman),
Dean, Division of Education, Griffith University

Mr N. Fry,
Director, Board of Teacher Registration

Assoc. Prof. R. Gilbert,
Dean, Faculty of Education, James Cook University of North Queensland

Ms L. McFarlane,
Research Officer, Queensland Teachers' Union

Mrs B. White,
Deputy Principal, Rasmussen State School

Ms J. Manitzky,
Education Officer, Secretariat, Board of Teacher Registration

REFERENCE GROUP

Mr G. Everett,
Executive Secretary, Queensland Catholic Education Commission

Dr T. Garvey,
Senior Lecturer, Department of Education Studies, Kelvin Grove Campus,
Queensland University of Technology

Mr J. Gray,
Inservice Review Coordinator, Department of Education

Mr D. Hanly,
Coordinator of Inservice (Secondary), Department of Education

Ms A. Hurwood,
Coordinator of Inservice (Primary), Department of Education

Mr P. Kidston,
Further Literacy Inservice Project (FLIP) Coordinator, Department of Education

Dr D. Price,
Professional Education Consultant, Faculty of Medicine, University of Queensland

APPENDIX V

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Background Reading Material for Participants

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